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The Task Force on Social Work Education and Manpower found that theory, practice, and administration within the social work field and public sanctions converge to identify the social worker as a person who, through knowledge, skill, and professional commitment, is equipped to assist individuals and groups enhance their social functioning or cope with problems of social adaptation. Despite this, the division of labor and the demands are not uniformly identified for social workers of differing educational preparation. The size of the social work manpower problem has been caused by the rapid population increase, increased urbanization and industrialization social problems, expansion of the demand and utilization of social services, and greater expectations of individuals for personal and social fulfillment. The need for social workers for Department of Health, Education, and Welfare programs is projected to be 100,000 persons by 1970. Many schools of social work are already full and new facilities are necessary to increase the supply of graduates. Administrative policy on licensure, manpower data collection, financial and career opportunities, job titles and qualifications, and educational programs need to be developed and implemented. (EM)

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Report of the Departmental Task Force
on Social Work Education and Manpower

Closing the gap...

MANPOWER → ← REQUIREMENTS

. . . IN SOCIAL WORK MANPOWER

VT008196

U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Office of the Under Secretary

Closing the Gap…
…in Social Work
Manpower

Report of the Departmental Task Force on Social Work Education and Manpower

November 1965

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C. 20201

OFFICE OF
THE UNDER SECRETARY

November 15, 1965

Dear Mr. Cohen:

I have the pleasure of transmitting to you the Report, "Closing the Gap in Social Work Manpower," prepared at your request by the Task Force on Social Work Education and Manpower. As requested, the Task Force made a careful study of the social work manpower situation in health, education, and welfare agencies and the causes and solutions to the problem.

The Task Force found that the number of qualified social work personnel in the United States is so low in comparison to the demand as to impair the continuation of vital social services and to hamper the effective implementation of many new programs authorized in the past several years by the Congress.

Meeting the Nation's social work manpower needs in the years ahead requires an immediate and strenuous program of action--both public and voluntary--at national, State, and community levels. The Task Force recommends that the Department provide leadership and offer cooperation in every way possible to other agencies, inside and outside the government, in planning and carrying out such a program.

Respectfully yours,

Irvin E. Walker
Irvin E. Walker
Chairman
Task Force on Social Work Education
and Manpower

Mr. Wilbur J. Cohen
The Under Secretary
Department of Health, Education,
and Welfare

FOREWORD

On January 17, 1963, Wilbur J. Cohen, Under Secretary of the Department of Health, Education, and Welfare, in recognition of the increasing seriousness of the gap between the *need* for social work manpower in programs of health, education, and welfare, and the *availability* of such manpower, established a Departmental Task Force with the charge to (1) consider the nature and origins of the problem, (2) examine current and proposed programs involving social work manpower in agencies within the Department of Health, Education, and Welfare, (3) estimate future manpower needs, and (4) identify types of action needed to close the gap.

In developing the general scope for this project, it was agreed that the context for such an examination would of necessity include social work manpower supply and demand in the entire field of health, education, and welfare, in public and voluntary programs, at the Federal, State and local levels, because of the interrelatedness of their purposes in service to people and society, and because of the mobility of manpower in this field. Attempting to staff any segment of the field as an independent venture would not be practicable because of the inevitable flow of any new resources of manpower out into the other agencies and because of the fact that neither individuals nor communities can be served adequately unless programs of health, education, and welfare are coordinated to meet the broad needs for service. It was the consensus, therefore, that the concern of the Task Force would be extended to include all the social work personnel needed for the full spectrum of social services in health, education, and welfare, at local, State, and National levels, and under both public and voluntary auspices.

Two preliminary projects were undertaken during 1963. One was a survey of activities and programs by the membership of the Task Force of the constituent agencies represented which were related to the problem of education and manpower development for social work. This survey made possible an approximation of the dimensions of the needs and resources, and served to establish the parameters of the project design. The second project was the preparation of a monograph on "Needed Research on Social Work Manpower" by Dr. David G. French, initiated by the Task Force, which was published in 1964 by the Bureau of Family Services of the Welfare Administration. This monograph outlined a number of basic issues to be considered in exploring supply and demand in relation to social work manpower, and served to define the scope of the work of the Task Force and to focus its direction.

Following completion of Dr. French's report, Mrs. Dorothy Bird Daly was appointed Project Director. Her responsibility was to gather and analyze pertinent data, and to make projections of future needs and potential sources of meeting them. She assembled and analyzed relevant information on the nature and dimensions of the manpower problem, reviewed ongoing and recently completed research and experiments in manpower development and utilization, and developed cooperative relationships with other Federal departments and various public and voluntary agencies in order to coordinate effectively efforts in this area. She was also responsible for the development of this report, in which the problem has been defined, its origins explored, its dimensions surveyed, and possible solutions for it developed. A significant investment of time and effort was required of the membership of the Task Force in reviewing and discussing the data and in developing areas for needed action which emerged from the review. These areas, incorporated in section G of chapter VIII of this report, represent the collective thinking of the Task Force membership. The possibilities of a national conference and a series of regional meetings on Social Work Education and Manpower were proposed and discussed favorably by the members of the Task Force but no specific conclusions on this subject are included in this report because action seemed premature.

Several meetings with representatives of other Federal agencies, national voluntary agencies, the professional organizations, and the schools of social work were held to develop the material in the report and consider appropriate findings and areas of action. The data in this report pertain primarily to social work manpower needs of the Department of Health, Education, and Welfare and its associated State and local agencies. During fiscal year 1966, additional materials on other aspects of the social work manpower situation will be prepared. For example, there is now underway, through contract with the Welfare Administration, a nationwide establishment survey of supply and demand for social workers in both public and voluntary agencies across the country, as well as a nationwide survey of classification and salaries of social work personnel.

The Task Force wishes to pay tribute to the efficient and effective work of the Project Director, particularly for her grasp of the major problems involved in the study of social work manpower, and her ability to organize and carry out the necessary research and other complex activities involved in collection and analysis of pertinent data and in preparation of the report itself. Likewise, the Task Force is indebted to the staff secretary, Mrs. Patricia M. Parks, who carried an arduous workload with a high degree of efficiency and initiative, particularly in the development of charts and maps, and to Miss Lucy M. Kramer who edited the final draft.

The Task Force members also wish to acknowledge gratefully the important contributions to this report made by other agency staff members in and out of the Federal Government.

Irvin E. Walker

IRVIN E. WALKER,
Chairman (July 1, 1965–)

Milton Wittman

MILTON WITTMAN,
Chairman (Jan. 17, 1963–June 30, 1965)

PART ONE

Surveying the Social Work Manpower Gap

CHAPTER I. BACKGROUND OF THE PROBLEM

A. *Historical Origins*

Meeting the demand for competent and sufficient social work manpower for health, education, and welfare services is a major problem in virtually every community across the country. It is a concern that has become increasingly important during the past decade, and it now occupies the serious attention of program administrators, policymakers, and legislators as new social services recognized as essential to the general welfare and strength of the Nation are developed. Legislation creating or expanding programs of social welfare and community renewal has been enacted in every session of Congress in the past several years as well as in most State legislatures.[1] Private endeavors in the field of social welfare have also multiplied. The gap between needed and available manpower for these new and expanding social services has widened so dangerously, that it now has become a matter of action at the national level.

The paradox in this problem is that it is a result of social progress. It is a part of the price society pays for advancement. In historical perspective, the current manpower problem in social welfare services is a measure of our national progress and our democratic aspirations.

Three factors have contributed to the social welfare system as it exists today, and to the development of a specialized type of manpower needed for the provision of social services: The nature of contemporary social organization itself; the social values of contemporary society; and the development of scientific knowledge in the 20th century.

Our complex urbanized, industrialized society which has produced so many benefits to man and his community has also created new needs. One of these needs is an institutionalized method of facilitating social adjustment and of intervening in social dysfunction. Modern living has resulted in many social changes, particularly in family interrelationships and responsibilities. Population mobility and urbanization result in development of more formal systems of relationships and require organized social services to help individuals and families when, for internal or external reasons, they cannot provide for their needs, or solve their problems on their own initiative or by use of their familial resources. Also, the increasing complexity and size of our metropolitan centers have created the need for organized efforts in social planning and community action, to take the place of informal group and neighborhood efforts to a much greater extent than in previous times.

Equally important but more difficult to recognize as a source of growing demand for social work personnel is the extension of our democratic ideals to the social and economic arena. In the early years of our Nation, the concern was to establish a stable and adaptive political system, and to give every man a voice in his government. During the 19th century the ideals of democracy were extended to the educational sphere and led to the development of publicly supported schools, and, by 1918, to legislation in all the States for compulsory school attendance. In the 20th century interest has turned to the extension of the ideals of democracy to human health and welfare. It must be acknowledged that the goal has not been reached in any of these areas. The unfinished business in achieving full political democracy and universal educational opportunity serves to increase the need and the demand for social services to cope with community and individual problems rising from discrimination, deprivation, and ignorance.

The right to a decent and comfortable level of living was acknowledged and partly implemented in the passage of the original Social Security Act of 1935, extended in almost every session of Congress through a series of amendments, and made clearly a matter of national social policy in the amendments to the Social Security Act of 1962 and 1965, and in the Antipoverty and Economic Opportunity Legislation of 1964.

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[1] See app. A for digest of pertinent Federal legislation of the last decade, 1956–65.

Developments in the health field have also contributed to the increased demand for social work manpower, particularly programs of prevention, treatment, and rehabilitation in relation to epidemic and chronic disease, maternal and child health services, medical care for the aged, and community-based mental health services.

Concern for the rehabilitation of the offender against the law and for the establishment of services to prevent delinquency has led to a series of legislative acts at the Federal and State levels, of which the Juvenile Delinquency and Youth Offenses Control Act of 1961 is an example. These have made further demands on social work manpower.

The extension of public education to include the retarded, the handicapped, and the culturally deprived has created a demand for social workers as well as specially trained teachers in these new programs, to help remedy individual, family, and environmental situations which militate against the most productive use of these new educational opportunities.

Programs to help urban and rural communities mobilize resources to combat poverty, blight, and social alienation, and the involvement of the people affected in the planning, policymaking, and operation of these programs are creating demand for large numbers of social workers with new, flexible, and broadly adaptive skills necessary for their administration.

The range of programs needed in the achievement of these democratic goals extends from large-scale social insurance, income maintenance, education, public health and public welfare services, administered on a broad basis, requiring the services of large numbers of skilled welfare technicians as well as trained social workers in their administration, to highly individualized social work services in health, education, and welfare programs requiring the skill of a fully professional social work practitioner in diagnosis and treatment for each individual or group served.

In its origins, social work in the United States was concerned mainly with the disadvantaged and with migrating population groups. It still has a strong commitment to these groups. However, it is not only the increasing complexity of our social system or an increase in social problems in disadvantaged population groups, but the steadily rising level of expectation of the general population that has brought about greater demand for and utilization of social work services by all socioeconomic groups. Such needs as help with problems of marital discord, help in planning for an infirm parent or a confused adolescent child, or help in fulfilling parental aspirations by securing children through adoption have created a demand for social services by persons in the widest range of cultural and economic circumstances.

Finally, in identifying the sources of today's manpower needs in social welfare services, cognizance must be taken of the body of scientific knowledge that has developed in this century. We know now more about the factors in individual life and in society that support the development of physical, mental, and social health; we know now more about the causes, and the possible techniques for amelioration of individual and social breakdown. This increased knowledge of human needs and of the closely woven fabric of the public welfare has added impetus to the development of service programs. With it has come the increased demand for appropriate staff to serve in these programs.

Modern social legislation, to achieve its purpose, needs the assistance of competent and dedicated personnel, including social workers. They are links between the person, the group, the community in need of services, and the legislation or organization which establishes the service and the specific conditions that regulate its application. The social work manpower problem, simply stated, is the problem of recruiting, developing, and properly utilizing our human resources to accomplish these tasks in a setting in which other fields also must dip into the same limited manpower pool.

B. *Concepts and Definitions*

To develop plans for the recruitment, education, and utilization of social work manpower in the social welfare services, the Task Force found it necessary to identify the agencies, programs, and services involved; to define their functions and purposes; and to establish the boundaries of social work responsibility in relation to other organized efforts within the society to promote the general welfare. It became necessary also to classify the

COMMUNITY ACTION FOR FAMILY LIVING BEGINS WITH IMPROVED HOUSING

Hal Cooner for Bureau of Family Services, Welfare Administration

kinds of manpower needed to fulfill these responsibilities and the educational preparation necessary for each such classification.

It was then possible to estimate current manpower needs, resources, and gaps, and to project with some accuracy future needs; to search for more effective methods of recruitment, expansion of resources in education, and administrative reorganization so that the available manpower can be utilized with greatest effectiveness and economy; and to develop a series of related steps designed to help close the gap between manpower needs and prospective supply.

1. *Social Welfare*

"Social welfare" is defined as the organized system of functions and services under public and private auspices that directly support and enhance individual and social well-being, and that promote community conditions essential to the harmonious interaction of persons and their social environment, as well as those functions and services directed toward alleviating or contributing to the solution of social problems, with particular emphasis on strengthening the family as the primary social institution in a democratic society.

"Social welfare" as it is used in this report may be made more explicit and more clearly understood through a review of the actual systems, services, and institutions included in the term:

a. Social services to individuals, families, groups, and communities, provided through social agencies under public or private auspices, or through the operation of private practice, focused on strengthening family life and enhancing individual social functioning; or preventing, remedying, or coping with the results of individual or group social breakdown; or on the development of community conditions supportive of individual and family functioning. Included in the category of agencies whose primary function is to provide such services are: public welfare and voluntary family service agencies, child welfare agencies, both public and voluntary, settlement houses and community centers, youth-serving organizations, programs for the aging and the handicapped, and community action programs.

b. Social services offered to individuals or groups, in conjunction with public or voluntary health, education, or other programs:

(1) In the prevention, treatment, and rehabilitation in physical or mental illness, and in the treatment and care of the physically or mentally handicapped in hospitals and clinics, and in institutions for the chronically ill; in rehabilitation centers; in comprehensive community health services; and in public health programs of prevention and control.

(2) In educational programs, in school systems and in special schools and classes for exceptional, retarded, or handicapped children; in vocational training of youth and adults and other educational programs, including those designed to reach the educationally and economically impoverished.

(3) In the correction or treatment of legally defined socially deviant behavior, both in juvenile and adult courts; in probation and parole services; in prisons, reformatories, and

training schools; in voluntary rehabilitation and residential treatment centers; or in community action programs to prevent delinquency.

(4) In housing and urban renewal programs, in the provision of social services to residents, individually or in groups, and in community organization and development within such programs.

(5) In the social insurance programs, in services to individuals and families in relation to benefits.

(6) In recreational and cultural programs.

(7) In industry and in labor organizations, in services to employees and members.

(8) In the military services.

c. Social planning activities and the organized development of social policy to foster conditions supportive of individual and social well-being, and to eliminate environmental conditions hostile to the welfare of individuals, families, groups, and communities, at National and State levels; in community councils and in neighborhood and regional social planning organizations; and in organized fund raising for social welfare purposes in community chests and united funds.

Performance of social welfare functions requires the involvement and participation of many categories of personnel from many professions, technical disciplines, and ancillary services, among which social work occupies a significant position. In some types of agencies, particularly in public welfare, child welfare, voluntary family service agencies, community centers, settlement houses, youth serving agencies, and in private practice, the social worker may operate independently, in helping persons, or groups of persons either to enhance normal social functioning or to cope with problems specifically related to their social functioning as members of a family or in other types of interpersonal relationships, and in planning and organizing activities focused on such problems. In some settings, the social worker functions as a member of a team bringing his skills to bear on the social aspects of health, educational, vocational, behavioral or other problems, in conjunction with the efforts of doctors, teachers, law enforcement personnel and other professionals. In still other settings, the social worker provides a separate, distinct service in a larger operation, as in the military services, in public housing, in industry, and in labor organizations.

2. *Social Work*

The term "social work" as used in this report describes the system of organized activities carried on by a person with particular knowledge, competence, and values, designed to help individuals, groups, or communities towards a mutual adjustment between themselves and their social environment. The goal of social work is the enhancement or restoration of the capacity for social functioning of individuals or groups, or the development of community conditions that support social welfare, through counseling, the provision of services, or community organization activities. Social work operates primarily but not exclusively within the social welfare field, and has its own identity and characteristics.

Many of the activities and many of the services provided through the social worker are not new or peculiar to modern society. Overseers of the poor, almoners, and deacons have performed a social service function down through the centuries, in the Judeo-Christian tradition, and they have had parallels and prototypes in the Egyptian, Greek, Roman, and other cultures both Eastern and Western. Throughout the history of Western European civilization and in the early years of American history, social services were provided through the church, town, fraternal organization, or private philanthropy. The particular form has been determined in each generation or period of history by the circumstances, resources, and needs of the time.

Largely in the present century, social work has evolved an organized system of methods and techniques and a variety of defined services which are designed to enable individuals, groups, and communities to meet their needs and solve their problems of adjustment to a changing pattern of society and through cooperative action to improve economic and social conditions. This evolution has occurred slowly over the past 50 years, through the organization of appropriately selected knowledge from the physical, social, and behavioral sciences, through tested experience and the development of theory, and through identification and acceptance of a common base of social values and a system of ethics to govern professional behavior.

3. *Social Work Manpower*

Classification of social work manpower represents another aspect of the manpower situation considered by the Task Force. With better understanding of the basic social work functions, with increase in need, and with recognition that various social work activities require different kinds and levels of skill, has come the realization that social work tasks can be grouped by function. This functional approach reveals that many social welfare activities may be accomplished satisfactorily by a diversified staff with different qualifications and different assigned responsibilities.

It is now possible to staff a program in an agency with maximum effectiveness in service through combined and selective use of social workers with graduate professional social work education; social workers with a college degree and inservice training in social work; and social welfare technicians and ancillary personnel prepared through high school and vocational education for a variety of specific occupations.

The degree of professionalism required in practice, and the degree of autonomy and responsibility assumed by the practitioner in any social work task, follow from the interaction of three distinct factors, whether the receiver of services be an individual, a family, a group of persons with a common problem, or a community.

The first of these factors is the nature and severity of the problem and the extent to which its solution involves modification of attitudes, changes in behavior or the development of new types of resources. The second factor is the relative strength of the individual, group, or community, and their inherent capacity to cope with the problem and to make selective use of social welfare services with a greater or lesser degree of independence. The third factor is the kind of service that is offered through the social worker.

In some agencies the nature of the problems dealt with and the service offered can be so delineated and methods of administration so structured that almost the entire service function can be carried out by staff who have the necessary basic education at the college level, and who have been carefully selected and trained by the agency. In other agencies the separation of tasks can be accomplished through administrative organization with graduate social workers being primarily responsible for certain functions, and social workers of college-level preparation being responsible for other aspects of the agency's service. In still other agencies it may be necessary for an individual graduate social worker to keep final responsibility in each case.

The doctoral level of education and other types of postgraduate programs of study are increasingly being used as preparation for advanced practice, for preparation of teachers of social work, and for the direction of research and social planning activities.

Social welfare technicians to carry out specific tasks and provide certain services to clients can extend the range and effectiveness of the work to a significant degree in all agencies. The function of the social welfare technician has been developed very recently and is coming into use largely in programs of an experimental nature which involve the people served by the program. As experience shows the nature and extent of the contribution that can be made to the program through such personnel, they are being used more widely and effectively.

Another type of social work manpower is the volunteer. A volunteer is an individual who donates time, skills, and services without compensation to help augment and complement the services of the employed social work staff, and makes possible expansion and diversification of services for the benefit of client and community. The quality and effectiveness of volunteer services depend upon the degree of administrative investment in the planning, direction, and support of the program. For an effective program of community service, volunteers with skills, dedication, and direction are indispensable. Volunteers serve in many capacities: in the development of policy as members of agency boards; in fund raising activities in support of social services; in appropriate direct service activities to indivduals or groups; and in program interpretation in the community. Volunteers are and need to be drawn from all groups in the community, including the groups for whose benefit the services and programs are established.

The Task Force has concerned itself with identifying the means of improving and extending the recruitment, education, utilization, and retention of social work manpower for social welfare services, within the definitions and under the organizational structure, auspices, and classifications discussed above. Not all of the services are directly the responsibility of the Department of Health, Education, and Welfare. They encompass the entire field of social welfare, because the social work manpower problem cannot be confined within any specific field of practice or organizational auspices, nor can its solution be found by unilateral action in any one field.

C. *Problems in Data Collection*

A necessary step undertaken by the Task Force in establishing the dimensions of the social work manpower crisis was an evaluation of supply and demand aspects of the current situation. The Task Force was able to assemble only a partial picture because data were not readily available from any one source for all the agencies and programs identified as consumers of social work manpower.

The social situation within which social work operates, and the social problems with which it is concerned, are changing rapidly. New methods and programs to cope with these problems are of necessity expanding. Both the kind and amount of manpower required for provision and administration are also changing and developing, and with them the need for new and continuous techniques of evaluation and quantification.

The Task Force found a serious lack of systems for data collection adequate to determine with accuracy either manpower supply or demand. In contrast with older, established services there is in social welfare no central source of social work manpower data. Health statistics, for instance, are collected and analyzed in the National Center for Health Statistics in the Public Health Service. Similarly, in the Office of Education, the National Center for Educational Statistics collects and analyzes significant data on school enrollments, types of programs and needed manpower. In the field of social welfare, however, information needed for personnel planning is scattered among many different agencies, public and voluntary. There has been no central point for development of basic criteria, or for collection, tabulation, and analysis of pertinent data. Very recently, the Welfare Administration, in the Department of Health, Education, and Welfare, has begun the development of a center for collection and analysis of available data on social welfare problems and resources, as well as a social work manpower research unit, to begin work in these areas.

No State, furthermore, has yet established compulsory registration through licensing or other systems, for social work personnel as is the case in many of the health professions and in education.[2] The only listing of social workers is in the membership files of the National Association of Social Workers which, because of restricted entrance qualifications (currently the master's degree in social work) and the voluntary nature of the membership, represents only about 1 in 4 of the persons actually performing social work functions. The larger proportion of social workers have no organization that represents them, and are identified only in the personnel files of their respective agencies.

Despite these problems and within these limitations, the Task Force has assembled accurate and significant data from a large number of different sources on which to base needed action to close the manpower gap.

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[2] Four States—Rhode Island, California, Oklahoma, and New York—have voluntary registration laws to protect titles. Only Puerto Rico requires a license to practice social work.

CHAPTER II. ASPECTS OF SUPPLY AND DEMAND

The statistics assembled here present, quantitatively, significant aspects of manpower supply and demand. They highlight the steadily widening gap between needed and available personnel. In some areas of the country the social work manpower situation is critical, and in some agencies and institutions the very nature of the service itself is threatened. Action at the national level is urgent if the manpower needs already recognized are to be met, not to mention those needs that are arising and that will continue to arise with new and necessary legislation and program development.

A. *Social Welfare Personnel as of 1960*

The most recent, comprehensive data on social work manpower were accumulated in 1960 in a study sponsored by the National Social Welfare Assembly and the Bureau of Labor Statistics of the Department of Labor with the cooperation of the Department of Health, Education, and Welfare.[1] Data from this survey, of particular import for the work of the Task Force, show that in 1960 approximately 116,000 social welfare workers were employed in social welfare settings in the United States. Of these, about 73,550 (64 percent) were employed in Federal, State, or local government agencies, compared with 42,250 (36 percent) in National, State, or local voluntary agencies.

Of those in government agencies, 41,750 were employed by State or local government agencies which administer joint Federal-State social welfare programs; 27,750 were employed by State or local government agencies administering other types of social welfare programs; and the remaining 4,050 were employed by the Federal Government. The Federal agencies include the Veterans Administration, the Departments of Interior, Justice, and Defense, respectively, and the Department of Health, Education, and Welfare. A relatively small number of social welfare workers employed in other departments of the Federal Government were not included in the survey.

Employment in voluntary agencies included 39,650 in State or local settings and 2,600 in the headquarters or regional offices of national agencies. The type of voluntary agencies in which social welfare workers were employed included hospital social service departments, institutions for the physically or mentally ill, community centers and councils, settlement houses, family and children's services, and agencies concerned with the treatment and control of delinquency.

Of the 116,000 workers in the field of social welfare, about 10,450 were employed in recreational programs. Of the 64 percent employed in government agencies, 52 percent were in State or local governments, and 12 percent in the Federal Government. Thirty-six percent were employed in voluntary agencies, virtually all at the State or local level.[2] A small number, not of statistical significance and not included in the BLS survey, were employed in private practice, in industry, and in labor organizations. Also not included were two large groups: More than 2,000 rehabilitation counselors in vocational rehabilitation agencies, and more than 6,000 claims interviewers and field representatives in the Old-Age, Survivors, and Disability Insurance Program of the Social Security Administration (OASDI). The percentage distribution of social welfare personnel by fields of practice in 1960 as reported in the Survey referred to above, is indicated in table 1. This table shows that about half of all social workers in

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[1] U.S. Department of Labor, Bureau of Labor Statistics, in cooperation with the National Social Welfare Assembly, Inc., and the U.S. Department of Health, Education, and Welfare, "Salaries and Working Conditions of Social Welfare Manpower in 1960." New York, 1961, 130 pp. This study will be referred to hereafter as the BLS survey.

[2] Ibid., p. 3.

Table 1.—Percent of Social Welfare Workers by Field of Practice, 1960

Field of practice	All	Agencies			
		Government		Voluntary	
		Fed-eral	State or local	Na-tional	State or local
All programs	100	100	100	100	100
Public assistance	30	5	50	--------	(1)
Other family services	7	7	1	22	17
Child welfare work	21	2	24	2	18
Rehabilitation services	2	2	1	3	4
Medical social work	3	14	2	5	3
Psychiatric social work	4	23	4	(1)	3
Services to adult offenders	5	13	6	(1)	1
Services to aging	1	(1)	(1)	(1)	2
Group services	9	(1)	(1)	20	26
Community services	7	(1)	(1)	34	16
Teaching social work	1	(1)	(1)	(1)	1
Recreation	9	31	8	9	9

[1] Less than 0.5 percent.

Source: National Social Welfare Assembly, Inc., "Salaries and Working Conditions of Social Welfare Manpower in 1960". New York, 1961.

1960 were found in public welfare and child welfare services.

1. *Geographic Distribution and Population Ratios*

The rate of employed social workers in 1960, according to the survey, was 65 per 100,000 population.[3] This national rate covers a wide range and varies markedly in different parts of the United States (map 1). Comparisons of the regional distribution of social welfare personnel between 1950 and 1960 are shown in table 2 for nine geographic areas of the country. It should be noted that the disparity among regions with respect to social work manpower was greater in 1960 than in 1950.

According to table 2, the largest concentration of personnel in social work is found in the highly industrialized and urbanized areas. The concentration holds for social welfare personnel in both voluntary and governmental agencies, with most workers employed in voluntary agencies in the Middle Atlantic and New England States. Of the 36,000 social workers in voluntary agencies, 15,000 were employed in New York, New Jersey, Pennsylvania, and in the New England States, with another 9,000 in the area around the Great Lakes. Only a third of the total were employed in voluntary agencies in the rest of the country, where 53 percent of the population lives.

Since governmental services on a national scale account for workers in public assistance programs, and an increasing number on a State and local scale in child welfare, the geographic variations of social welfare personnel employed in governmental agencies is less marked. The three urbanized regions— New England, Middle Atlantic and Great Lakes—within which is found 47 percent of the population, absorb 66 percent of the voluntary agency personnel and 53 percent of the government social workers. Another 20 percent of the total was found in the Pacific region, which had 12 percent of the Nation's population. Nationwide, over two-thirds of those social welfare workers employed in State and local government services, and about nine-tenths of those in State and local voluntary agencies, were to be found in metropolitan areas.

Table 2.—Geographic Distribution of Social Welfare Personnel, 1950, 1960

Region [1]	U.S. population, percent increase, 1950–60	Social workers			
		Per 100,000 population			Percent in 1960 with professional social work education
		Percent increase 1950–60	1950	1960	
United States	18	20	49	59	19
Pacific	39	52	57	81	18
Mountain	33	5	42	43	22
Great Lakes	18	10	51	55	21
Southeast	18	15	34	40	12
Southwest	16	14	36	41	14
Middle Atlantic	12	15	67	77	22
New England	12	33	54	72	21
Border States	11	30	40	52	22
Middle West	7	20	44	53	16

[1] Regions used: New England—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont; Middle Atlantic—New Jersey, New York, and Pennsylvania; Border States—Delaware, District of Columbia, Kentucky, Maryland, Virginia, and West Virginia; Southeast—Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, and Tennessee; Southwest—Arkansas, Louisiana, Oklahoma, and Texas; Great Lakes—Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin; Middle West—Iowa, Kansas, Missouri, Nebraska, North Dakota, and South Dakota; Mountain—Arizona, Colorado, Idaho, Montana, New Mexico, Utah, and Wyoming; and Pacific—Alaska, California, Hawaii, Nevada, Oregon, and Washington.

Source: Baker, Mary R., "Personnel in Social Work," Encyclopedia of Social Work, 15th ed., p. 534. New York, 1965. Based on Bureau of Labor Statistics data in National Social Welfare Assembly, Inc., Salaries and Working Conditions of Social Welfare Manpower in 1960. New York, 1961.

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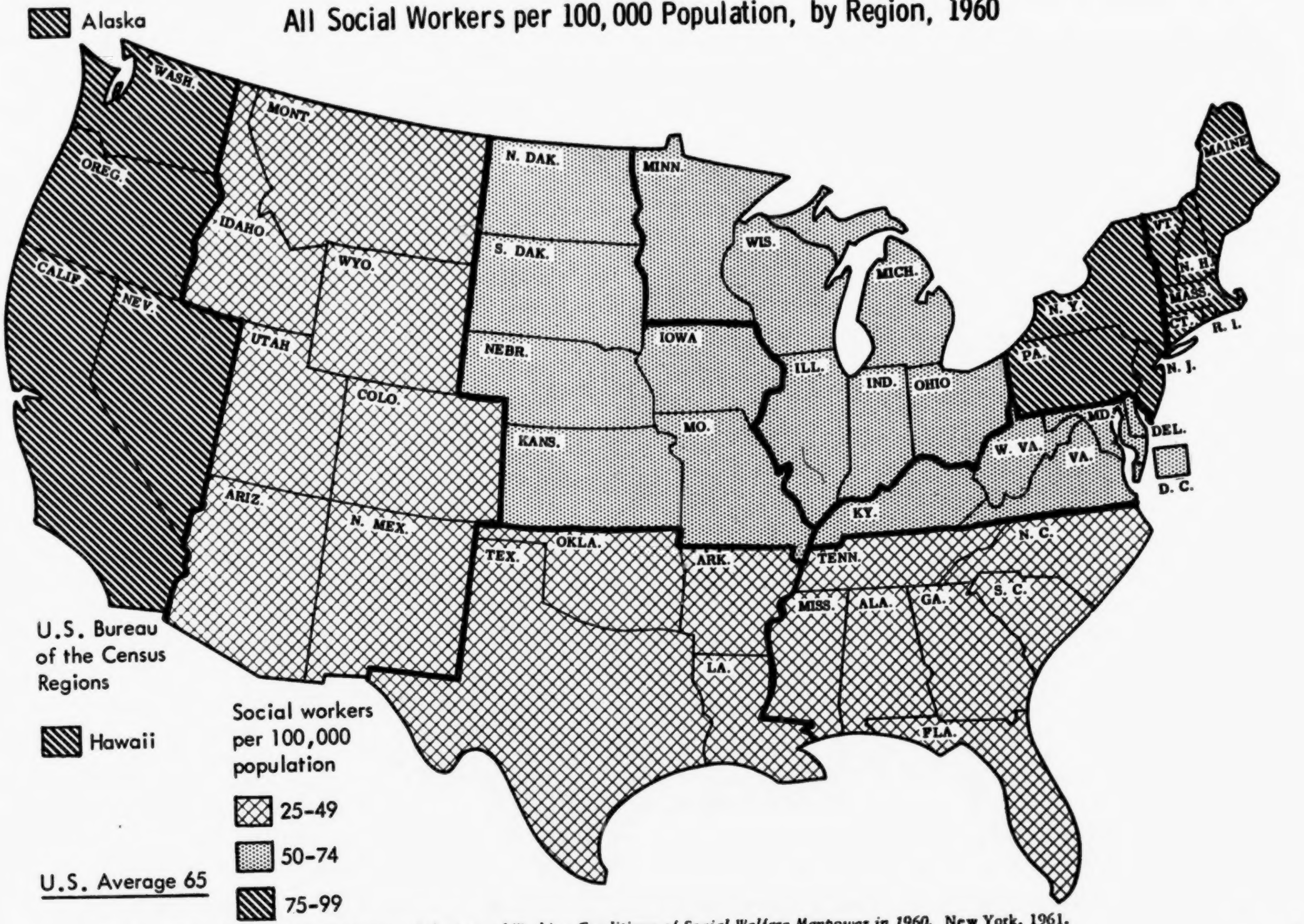
[3] Ibid., p. 3.

Map 1

All Social Workers per 100,000 Population, by Region, 1960


▨ Alaska
WASH.
OREG.
CALIF.
NEV.
IDAHO
MONT.
WYO.
UTAH
COLO.
ARIZ.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEX.
MINN.
IOWA
MO.
ARK.
LA.
WIS.
MICH.
ILL.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S. C.
N. C.
VA.
W. VA.
MD.
DEL.
D. C.
PA.
N. Y.
N. J.
VT.
N. H.
MAINE
MASS.
CT.
R. I.
U.S. Bureau of the Census Regions
▨ Hawaii
Social workers per 100,000 population
25-49
50-74
75-99
U.S. Average 65

Source: National Social Welfare Assembly, Inc., *Salaries and Working Conditions of Social Welfare Manpower in 1960.* New York, 1961.

2. *Levels of Position*

Of the 105,000 social welfare workers in 1960,[4] 21 percent were in executive or administrative positions, 9 percent were supervisors, and 62 percent were engaged principally in direct services to clients. The remaining 8 percent were in research, teaching, or positions not otherwise classified.[5]

3. *Implications of the 1960 BLS Survey*

The 1960 survey points up the serious shortage of social workers with education in graduate professional schools in all fields and in all geographic areas, and marks the gaps in availability of any kind of service from any kind of social worker in some settings. For example, in public assistance programs in 1960, only 4.5 percent of social work staff had graduate education in social work, although it is generally recognized that at least 33 percent of the total social work personnel in such programs should have advanced social work education in order to carry out effectively the services required by law. High annual staff turnover and widespread vacancies are other serious problems that plague public assistance programs. On the other hand, public assistance services are organized and available in every county in the United States, and in 1960 there were 35,000 social workers employed for a public assistance caseload of approximately 4 million,[6] or 1 social worker for about every 115 families or single individuals receiving aid. There was national coverage in public assistance, but such was not the case in almost every other type of service.

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[4] This excludes workers in the field of recreation.

[5] Baker, Mary R., "Personnel in Social Work," Encyclopedia of Social Work, 15th ed. pp. 533–534. New York, 1965.

[6] U.S. Department of Health, Education, and Welfare, "Health, Education, and Welfare Trends," 1964 ed., Washington, D.C., 1964, p. 91.

In the field of social work in hospitals in the 1960 study, for example, which had a better educational record than public assistance (55 percent of its social work personnel were found to have graduate professional education), there was a total of only 2,646 social work staff for the almost 7,000 hospitals in the country.

School social work is another area of inadequate coverage. Thirty-three percent of school social workers were found to be graduates of schools of social work, but the total number of such social workers in the United States, 2,370, was even less than the number of social workers in hospitals. For the 42,695,000 children in elementary or secondary schools in 1960, there was one social worker for approximately 18,000 children. It is recognized that not every child in the school system will need help from a social worker during his 12 years of basic education, but it is also evident that many who need such help will not have it available under these conditions of shortage.

Child welfare services in general, both public and private, showed a concentration in certain geographic areas, and at the same time revealed serious gaps in coverage in many sections of the country. Of the total number of social workers employed in child welfare work in 1960 (3,625 in noninstitutional settings and 3,007 in child-caring institutions), the range extended from 2,297 in the three Middle Atlantic States, 1,644 in the 6 Great Lakes States, and 623 in the 6 Pacific States, to 324 in the 7 Southeast States, 258 in the 4 Southwest States, and 150 in the 7 Mountain States.[7] In addition, whole counties in many States, even in the regions with relatively adequate child welfare coverage, lacked any service from a social worker.

Such comparisons can be made in every field of practice represented in the 1960 survey, as indicated in table 1. Correctional services, services to the aged and to the handicapped, involve population groups which, by the very nature of their physical and behavioral characteristics, tend to need social services on a substantial scale. All these categories had serious shortages in the proportion of personnel with professional education, and in the ratio of total staff to population groups served—and all revealed gaps in regional coverage.

Although efforts have been made in recruitment and education, and although there has been Federal support of these manpower efforts since 1960, they have not been sufficient to meet the need.[8] Partial information, available for some segments of the population and programs surveyed in 1960, brings some of the data up to date and reveals a widening gap between manpower supply and demand.

B. *Social Work Manpower, 1964, in Selected Fields and Programs*

1. *Health and Medical Care Services*

Social work in programs of health and medical care began in the United States in 1905, and there has been a constant but slow development since then. Social workers function in clinics and hospitals, public health services, voluntary health agencies concerned with the eradication of serious epidemic diseases such as tuberculosis and the venereal diseases, in all aspects of the field of mental health, in treatment facilities for the mentally ill, and in private practice. The social worker collaborates with physicians, nurses and practitioners in the other health disciplines, in the diagnosis and treatment of patients and in programs of prevention and control.

> . . . Social work's emphasis on a primary goal, enhancing the social functioning of people, brought clearly into focus the special concerns of social work in the health field as they relate to those problems in illness, disability, or health promotion that depend for their effective solution on the adequate social functioning of the individual and his family. An understanding, therefore, of the individual's social functioning is a essential part of the study, evaluation, and treatment of the individual that the social worker contributes to the health team. In the health sciences the marked increase in the incidence of chronic disease and the emphasis on comprehensive medical care as "basically the preservation of health and prevention as well as the cure of disease" has meant that psychosocial factors

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[7] BLS Survey, op. cit., p. 19.

[8] See chap. V for further discussion.

Table 3.—Budgeted Positions Requiring Specified Education and Training as Reported by 131 State and Local Health Departments, October 1961

Category [1]	Number of positions reported			Percent vacant positions
	Filled	Vacant	Total	
Total	10,447	877	11,324	7.7
Nurse	5,544	477	6,021	7.9
Sanitary inspector	349	38	387	9.8
Sanitarian	2,143	102	2.245	4.5
Engineer	363	28	391	7.2
Veterinarian	95	7	102	6.9
Physician	506	64	570	11.2
Dentist	46	2	48	4.2
Health educator	206	21	227	9.3
Nutritionist	86	13	99	13.1
Statistician	131	16	147	10.9
Disease investigator	118	12	130	9.2
Administrator	153	9	162	5.6
Laboratory worker	568	62	630	9.8
Social worker	139	26	165	15 8

[1] Includes supervisory personnel.

Source: Unpublished data in the Division of Community Health Services, Public Health Service, U.S. Department of Health, Education, and Welfare. Some 131 health departments, 49 percent ol the 269 health departments eligible under the 30 or more full-time employee requirement, responded to the October 1961 questionnaire of the Association of Management in Public Health.

> must be included in the diagnosis and treatment of illness and in the prevention of disability.[9]

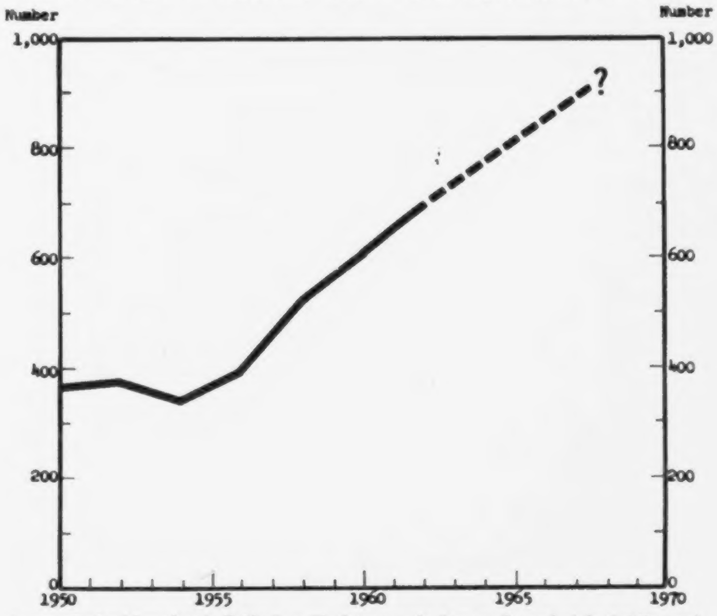
Fulfillment of this function, encouraged by professional medical organizations, the American Hospital Association, and the American Public Health Association, has been severely handicapped by lack of social work personnel.

According to a departmental publication on health manpower, published in 1964, there were an estimated 6,200 social workers employed in the field of health in 1950; 11,700 in 1960; and 15,000 in 1963. This represents about one-tenth of all social workers employed in any one year, and includes social workers in a variety of health and medical care settings.[10]

A questionnaire survey made in October 1961, with responses from about half the eligible State and local health departments employing 30 or more full-time personnel (131 of 269), disclosed that of 165 budgeted positions for social workers reported, 26 were vacant. The vacancy rate of 15.8 percent for social workers was the highest of the 14 occupations surveyed that required specified education and training (table 3). The average vacancy rate for all 14 occupations was 7.7 percent. The social worker rate—more than double the 7.7 percent average—occurred during the period when there was a constantly increasing demand for social workers in health departments [11] (chart 1).

A survey was conducted by the American Hospital Association in the fall of 1964 to determine the number of persons employed as social workers in hospitals.[12] This study was based on a 1963 survey of the hospitals in the United States which revealed that 1,723 hospitals in the 50 States and the District of Columbia had social service departments, out of a total of 6,834 hospitals reporting—or about 25 percent. More precise investigation reduced to 1,485 the number of hospi-

Chart 1
Social Workers in State and Local Health Departments, 1950-1970



Source: Derived from data in Table 9, p. 50. *Report to the Surgeon General of the 2nd National Conference on Public Health Training, Aug. 19-22, 1963.* PHS Pub. No. 1087, 1963.

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[9] Rice, Elizabeth P., "Medical and Health Services," Encyclopedia of Social Work, 15th ed., p. 471. New York, 1965.

[10] U.S. Department of Health, Education, and Welfare, Public Health Service, Division of Public Health Methods, "Health Manpower Source Book," sec. 18, "Manpower in the 1960's." Public Health Service Pub. No. 263, Washington, U.S. Government Printing Office, 1964, 67 pp.

[11] U.S. Department of Health, Education, and Welfare, Public Health Service, "Report to the Surgeon General—2d National Conference on Public Health Training, August 19–22, 1963," table 9, p. 50, and table 10, p. 51. Based on unpublished data in the Division of Community Health Services, October 1962.

[12] American Hospital Association, "Survey of the Social Service Department," Chicago, 1964 (unpublished data).

Table 4.—Social Workers in Hospitals, November 1964

Hospital	Hospitals with social service departments		Social workers		
	Number	Percent	Number	Percent	Percent graduates of accredited schools
Total	1,485	100.0	9,116	100.0	65.0
Type:					
General	790	53.2	4,101	45.0	69.4
Psychiatric	307	20.7	3,441	37.8	62.2
Tuberculosis	101	6.8	215	2.4	46.0
Children's	67	4.5	357	3.9	70.6
Chronic	46	3.1	142	1.6	59.2
Mental retardation	63	4.2	459	5.0	46.2
Maternity	31	2.1	77	.8	67.5
Orthopedic	2	.1	11	.1	90.9
Other	78	5.3	313	3.4	73.2
Number of beds:					
Less than 500	985	66.3	3,443	37.8	66.1
500 or more	500	33.7	5,673	62.2	64.3

Source: American Hospital Association, "Survey of the Social Service Department," Chicago, 1964, p. 4 (unpublished data).

tals that actually had one or more social workers employed at the time of the survey (table 4).

The average number of social workers in a social service department, where there was such a department at all (generally in the larger hospitals), was slightly more than six workers, including the department head.

Data from hospitals providing obstetric and pediatric services which especially need qualified social work staff available within the hospital, show that of the 774 hospitals with obstetric or pediatric residencies, only 318 or 41 percent had social service departments in 1964.

Analysis of the AHA data reveals that in 1964, of the 9,116 social workers employed in hospitals with social service departments, 7,675 were staff workers and 1,441 were department heads. Three hundred and seventy-seven, or about 25 percent of the department heads were not graduates of a school of social work. Three percent of the hospitals had a vacancy in this position. Of the 7,675 reported staff workers, 4,860 or 63.3 percent were reported as graduates of schools of social work, and 36.7 percent were prepared through inservice training to assume the responsibilities of the job.

> The increasing demand for social workers in hospitals, clinics, and rehabilitation centers, the steady growth of social work programs in public health, the rapid rise in medical care services under public welfare, the growing demand for social workers in voluntary health and social work organizations—these have brought unprecedented demands on the small number of adequately trained and experienced social workers. It has been estimated that the known demands for social workers in the health field alone could assimilate all students graduating from all schools of social work in this country in a given year.[13]

A recent survey of personnel in the field of mental health reveals that an estimated 7,500 social workers were employed in approximately 2,500 mental health establishments from the beginning of 1962 through May 1963.[14] These establishments include public and private hospitals for the mentally ill, institutions for the mentally retarded and outpatient psychiatric clinics. Roughly 75 percent of the social workers reported a master's degree, another 1 percent reported a doctorate.

A comparison of these data for 1963 with the Bureau of Labor Statistics data of 1960 shows a gross increase of 2,329 social workers in the field of mental health, a 31-percent increase in 3 years, with a slight gain in educational preparation for practice. In 1960, 68 percent of social workers in psychiatric hospitals and 81 percent in other psychiatric settings had their master's degree in

Table 5.—Average Hours Employed by Activity in a Typical Week in Mental Health by Level of Education of Social Worker, 1962–63

Activity	Highest level of education		
	Total	Graduate degree	No graduate degree
Total[1]	38	38	38
Patient care	27	26	31
Administration	5	5	2
Teaching	2	2	1
Research	1	1	1
Consultation	5	5	4

[1] Sums of the averages do not equal average total hours per week because of rounding.

Source: Same as for chart 2, p. 4.

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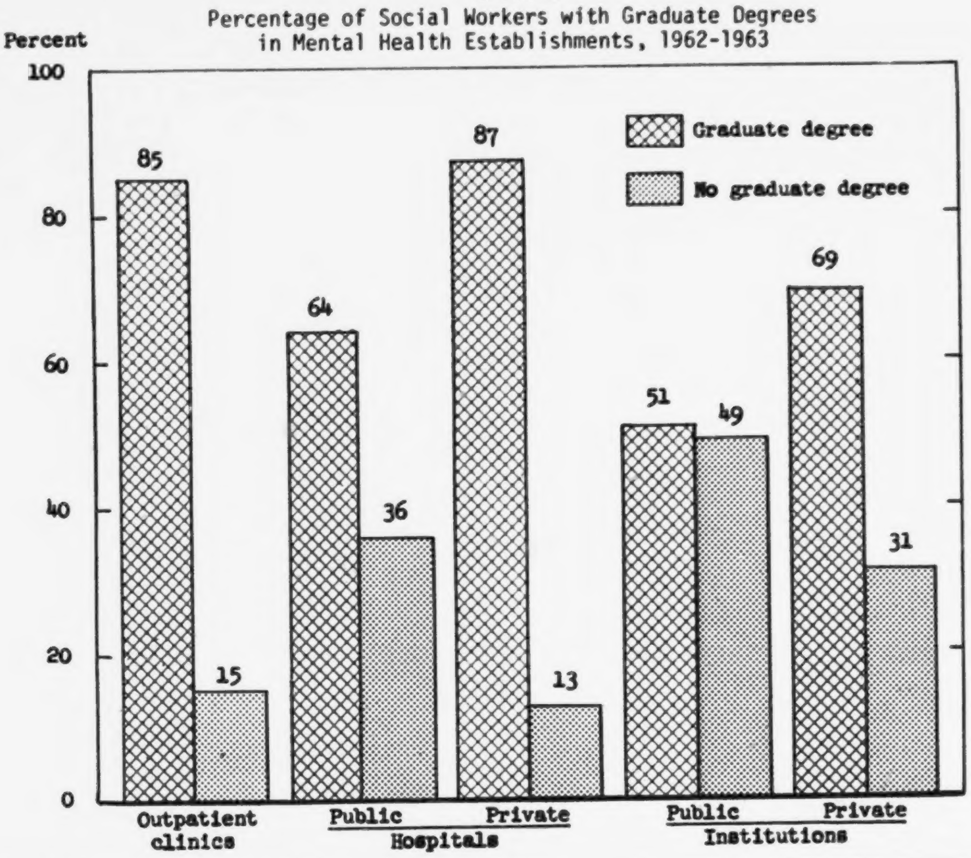
[13] Rice, op. cit., p. 474.

[14] U.S. Department of Health, Education, and Welfare, Public Health Service, National Institute of Mental Health. "Mental Health Manpower, Current Statistical and Activities Reports," "Selected Characteristics of Social Workers." May 1965, No. 6.

Chart 2
Percentage of Social Workers with Graduate Degrees
in Mental Health Establishments, 1962-1963



	Outpatient clinics	Public Hospitals	Private Hospitals	Public Institutions	Private Institutions
Establishments reporting	1,236	322	130	112	90
Social workers					
Total	4,128	2,737	144	523	58
Per establishment	3.3	8.5	1.1	4.7	.6

Source: U.S. Department of Health, Education, and Welfare, Public Health Service, National Institute of Mental Health, *Mental Health Manpower,* "Selected Characteristics of Social Workers," May 1965. No. 6 (Cover)

social work, compared with 75 percent in all settings in 1963. Public institutions for the mentally retarded and public hospitals for the mentally ill particularly are unable to secure educationally qualified social work staff (chart 2).

The proportions of time given to the several tasks performed by professional and other social workers in the field of mental health (table 5), indicates that a substantial proportion of social work services to or on behalf of patients is provided by social workers who have been prepared only through inservice training to perform the tasks.

Ranking States by social work personnel in the field of mental health points up the serious maldistribution of personnel in this field (chart 3). It varies from 1,474 in one State to nine in three other States and two in the lowest. Although there appears to be positive correlation between the States with large urban centers, high populations, and social work personnel, the wide variation in number in the separate States seems excessive.

In the field of mental health there is need for (1) better geographic distribution of social work personnel, (2) substantial increase in the ratio of personnel with professional education to total social work staff, and (3) a stepping up of the rate of social work personnel available in relation to the number of persons in the population to be served.

Data from the Veterans Administration on social work manpower reinforce the data for the health field as a whole.[15] The Veterans Administration in its hospital and outpatient clinic services is probably the largest single employer of social workers with graduate social work education in the United States. The social work service has grown from 109 social workers in 1944, of whom only 20 percent had full educational preparation, to 1,687 in 1964, of whom 98 percent have their master's degrees in social work. Medical care programs which emphasize community-based treatment and out-of-hospital care lean heavily on social workers for their operation. The older concept of institutional care for the chronically ill which made fewer demands upon social work personnel is rapidly being replaced as the new programs increase. In spite of continuous growth, the Veterans Administration report indicates that the demand for social services has consistently outrun the increase in the staff available as measured by requests for service, by size of caseloads, or by staff projections. It has been estimated that one-fifth of presently hospitalized patients in Veterans Administration facilities are candidates for com-

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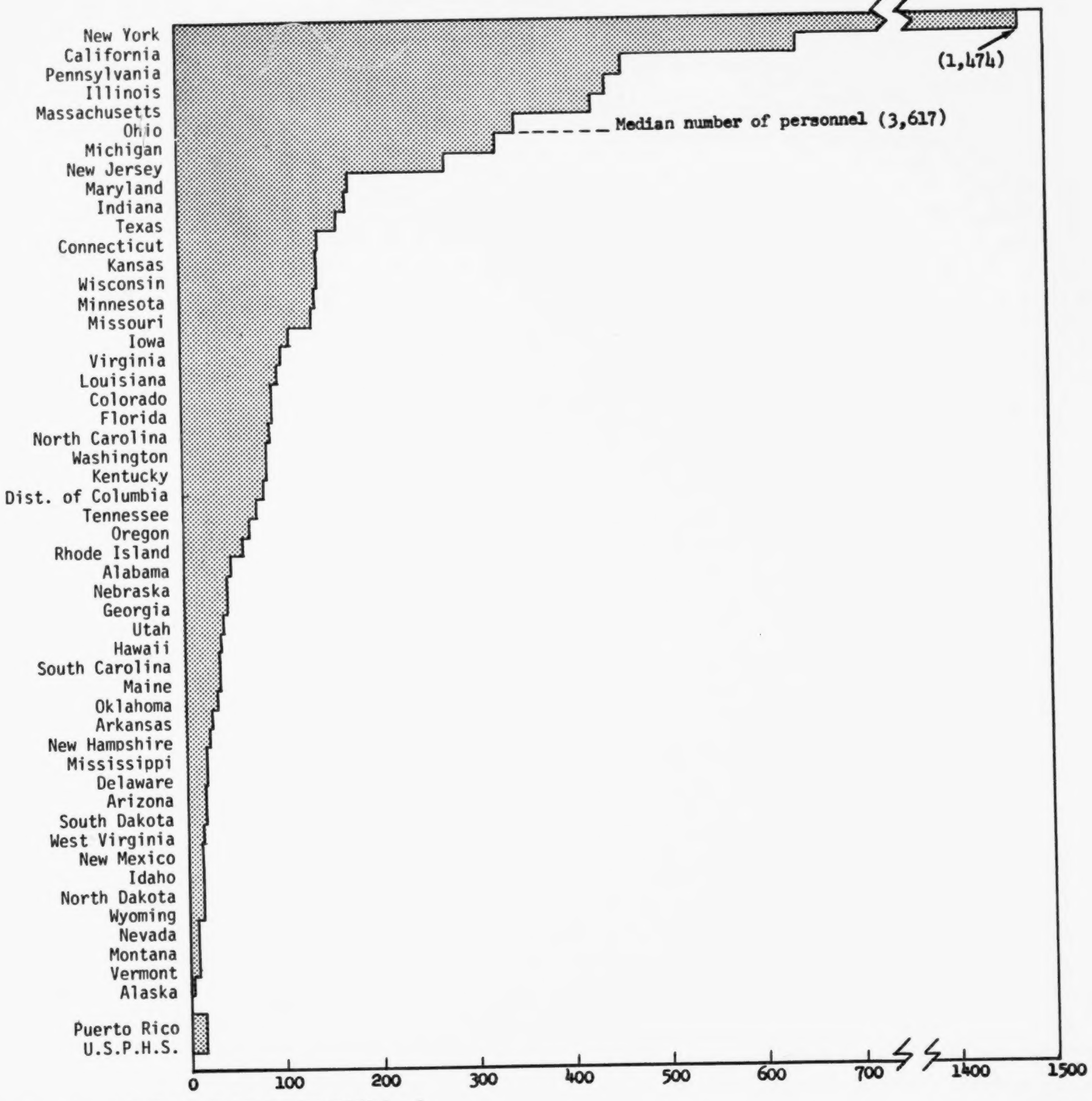
[15] Veterans Administration. Unpublished data. 1965.

Chart 3
Social Work Personnel in the Field of Mental Health, 1963



Source: Same as for Chart 2. Derived from data in Table 9, p. 5.

munity-based care. The major barrier to their leaving the hospital has been lack of social work staff to find, and provide services in, homes in the community.

It is difficult to draw broad inferences from the the data on social work manpower in the health field because the studies available and reported on here were made at different times, and under different auspices. The studies overlap one another in some aspects and leave other aspects unreported. The conclusion is unavoidable, nevertheless, that the health field is seriously undermanned in social work personnel, that geographic coverage is most uneven, and the rate of growth in demand is so rapid that there is an ever-widening gap between needed and available manpower for services that are vital for existing or contemplated programs of treatment and rehabilitation in physical and mental illness, for prevention of illness, and for improvement in the level of health of the community.

2. *Services in Public Educational Institutions*

The inclusion of personnel trained in social work on the permanent staffs of public schools began in the early 1900's in Hartford, Conn.; Boston, Mass.; and Rochester, N.Y.[16] Since then, with the exception of the period from 1930 to 1945, the increase in school social workers has been steady, yet far short of the growing demand for them.

School social workers help children who are referred by teachers and administrators because of social or emotional problems which interfere with the students' ability to utilize the opportunities of the school program. This includes in its scope intensive work with the family in the home of the child, mobilization of community resources, consultation with school staff, and coordinating efforts of school, home and the community in behalf of the child who is unable to achieve or adjust in school. The training and concentration of work in the home and community, and the nature and severity of problems of the children served, distinguish this service from the valuable functions performed by guidance and counseling personnel.

The Bureau of Labor Statistics study indicated that there were 2,370 school social workers in 1960, of whom 33 percent were educationally qualified for practice through graduate social work education. In November 1964, the Office of Education reported that there were close to 3,000 social workers on the staffs of public schools, of whom a larger percent were professionally prepared through graduate social work education than had been the case in 1960.[17] Although this shows an increase in school social workers of about one-third in the 4 years, the need has far outstripped the supply.

Public school enrollment is at present in excess of 41,000,000 children, so that on a national average there is approximately 1 social worker for every 14,000 children enrolled in the public schools. If these were evenly spread, which they are not, the situation would still be serious. But the fact is that very few jurisdictions have school social work services available at all. They are found only in a relatively few, large metropolitan areas.

The need, as estimated by the Organization of School Social Workers and the Office of Education, on the basis of 1 school social worker to each 2,000 children in the school population, is 7 times as many social workers as are now available for the schools. To fill this gap, in some communities social workers in family service, child welfare, and mental health agencies are providing assistance to families and children which is focused on educational and learning problems. However, unless a social worker is integrated into the administration of the school, many opportunities for preventive measures are lost, and other services neglected.

There have been no comprehensive studies on social work in the field of education since the 1960 BLS survey, but data and recommendations are available from several States and local school administrations which throw some light on the problem.

The Department of Education for the State of Connecticut has established a goal of a school social worker for each 1,000–1,200 pupils.[18] This worker would be responsible for direct services to children and their families and for consultation services with school personnel. One local school system, in Greenwich, Conn., has achieved this goal.

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[16] Johnson, Arlien, "Schools (Social Work, Practice in)," Encyclopedia of Social Work, New York, 1965, p. 674.

[17] U.S. Department of Health, Education, and Welfare, Office of Education, "The Need for School Social Work." Unpublished report, November 1964.

[18] State of Connecticut, State Department of Education. Unpublished report to the Task Force, June 1965.

In Indianapolis, Ind., a city which has had a well-developed school social work program for some years, the standard ratio is 1 social worker for each 1,500 children enrolled. In practice, however, the average in recent years has been nearer 1 to each 1,800 students.[19] An extended role is defined for the social worker in the school and the community in Indianapolis. In addition to the usual consultation and direct services, the school social worker is responsible for the enforcement of the school attendance law, providing services to children and families when irregular attendance reflects a problem affecting the student's relationship with the school.

The Denver, Colo. school system has a social worker-pupil ratio of approximately 1 worker per 1,600 students, which, it is anticipated, will be reduced to 1 per 1,500 with current staff for 1965–66.[20]

The Office of Public Instruction in the State of Illinois reports: "At the present time, practice in Illinois indicates that one school social worker can work adequately and serve the children with social and emotional difficulties in a school population of between one and two thousand children."[21] This figure varies within these limits according to such factors as the number and geographic distribution of schools served, the frequency and severity of social and emotional problems present in the families of the child population, the extent of other special services available, including nurses, guidance personnel, psychologists, and others, and the degree of acceptance and use of the service by the faculty, since the result of effective work is an increase in referral.

These specific examples indicate the growing demand for the services of the social worker in the schools, and highlight the serious lack of available manpower for this service in most educational systems.

3. *Public Welfare Services*

a. *Public assistance—family welfare services.*—The federally aided public assistance program reaches into every county and local community in the United States, available to all who seek and need financial assistance and social services, under certain qualifications of eligibility. These programs are administered on an individual basis, with the social worker responsible for knowing the circumstances of each person or family, and for providing governmental financial assistance and other services to meet economic need and to promote social adjustment and functioning. The program involves all levels of government, since it functions under Federal legislation and support, but it is administered by or through the several State public welfare departments and, in most instances, through the local public welfare department in each county or city. Thus, a great number of separate jurisdictions are involved.

With the current economic and social situation in the United States, public assistance programs primarily serve families and individuals who are suffering from severe economic and social deprivation or who are trying to cope with serious social problems such as parental loss or inadequacy, chronic crippling illnesses, unemployment caused by lack of marketable skills or inadequate job opportunities, and hazardous living conditions. Public welfare programs are intended to help such persons or families by providing both income to meet immediate financial needs, and services to help families and individuals to identify and resolve problems in social functioning. The goal is that the persons served may maintain or find a useful and mutually satisfying place in family and community life.

The effectiveness of social work in helping severely deprived and troubled people has been demonstrated in the public welfare programs. Some clients of public assistance require services of social workers with full graduate education. Many persons in need of help, on the other hand, can use constructively the attention of social workers prepared through inservice training following basic education at the college level. Their function is to examine the clients' rights to financial assistance, to enable them to get to relevant resources in the community for other types of service, and to help the family make constructive use of the public assistance payment. Economical deployment of staff depends upon effective training for the particular jobs that each staff member will do.

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[19] Indianapolis Public Schools, Indianapolis, Ind. Unpublished report to the Task Force, June 1965.

[20] Denver Public Schools, Denver, Colo. Unpublished report to the Task Force, June 1965.

[21] State of Illinois, Office of the Superintendent of Public Instruction, "Pupil Enrollment Coverage by School Social Workers in Illinois, 1964–65," Park Ridge, Ill.

Social work personnel in public welfare on the whole, at the present time, is not adequate in numbers or training to the demands that must be placed upon them. There is little evidence that substantial improvement can be achieved without massive action to effect recruitment, education, and retention. Not enough social workers are being produced in the educational facilities now in existence, and resultant widespread vacancies add immeasurably to the problem.

A report on staffing prepared for the Task Force in June 1965 by the Bureau of Family Services of the Department of Health, Education, and Welfare reflects the size of the total operation and highlights the problems. In June 1964, according to this report, there were 46,100 total staff employed in the provision of social work services, of whom 18.6 percent had some graduate study in social work, and 4.8 percent had full professional education (table 6). It is estimated that in order to provide services within the intent of the Social Security Act, particularly with reference to the 1962 and 1965 amendments, one-third of the staff should be graduates of schools of social work, and the remaining two-thirds should have baccalaureate level education plus inservice training of high quality and sufficient duration to permit development of knowledge, skill, and professional commitment. This means that an additional 2,500 graduates of schools of social work are needed immediately for this program alone, at present levels of staffing, and double that number, at least, to bring caseloads into reasonable proportions.

Table 6.—Public Assistance Social Work Staff, June 1964

Type of position	Full-time employees, June 1964		
	Total	Percent with graduate study in social work [1]	
		Some study	Two or more years
Total	46,083	18.6	4.8
Directors:			
State offices	651	[2]42.0	[2]20.6
Local offices	2,324	32.9	7.5
Director-workers	1,292	9.3	1.1
Caseworkers	33,150	10.5	1.2
Supervisors	5,100	44.1	13.0
Field representatives	821	61.9	29.6
All other social workers	2,745	[2]42.0	[2]20.6

[1] 1960 percentages: based on the survey of salaries and working conditions of social welfare manpower in State and local agencies administering public assistance, March 1960.

[2] Adjusted for difference in position classification between survey (March 1960) and annual staff report (June 1960).

Source: Based on unpublished data from Bureau of Family Services, Welfare Administration, U.S. Department of Health, Education, and Welfare, June 1965.

The public welfare program is the basic program necessary to strengthen family life and prevent personal and family disorganization at points of stress. It benefits the community as well as the individual served, and it is as necessary in modern industrialized society as is public health or public education. It can serve as a first line of defense against family and individual breakdown, and can provide effective rehabilitative services as appropriate, only if personnel are available to fulfill the intent of the law in making the service available to the individual in need. Nowhere in the broad field of social welfare is the manpower crisis more acute or more fraught with serious effect on the community.

b. *Child Welfare Services.*—Child welfare services aim to strengthen, develop, and, when necessary, to bring about change in both personal and environmental resources that can be used in behalf of children. Social work services are designed to provide care and protection of children in need of such when normal parental care breaks down, and to provide treatment of social and pyschological problems that interfere with normal development or functioning of the child. These services are available from both public and voluntary agencies. A survey of public child welfare staff prepared for the Task Force by the Children's Bureau in the Department of Health, Education, and Welfare indicates a total of 10,027 persons in social work positions in June 1964, of whom approximately 26 percent had full professional education, although in this field it is recognized that professional services should be available to each child found to require such services through a public child welfare agency. This would require the immediate employment of 7,500 graduates of schools of social work (table 7).

In this as in the other fields of social welfare practice, the manpower shortage problem is further complicated by the inordinately high turnover rate. The average annual accession rate to

Table 7.—Public Child Welfare Social Work Staff, 1964

Type of position	Full-time employees, June 1964 [1]			
	Total	Percent by years of graduate study in social work [2]		
		2 or more	1 to 2	Less than 1
Total	10,027	26	16	12
Child welfare directors	242	49	13	9
Field representatives	269	60	19	10
Child welfare specialists	342	50	15	8
Supervisors	1,344	60	19	10
Caseworkers	7,830	15	15	13

[1] Omits specialists in professions other than social work and clerical employees in child welfare programs.

[2] 1960 percentages: based on the survey of salaries and working conditions of social welfare manpower in State and local agencies administering child welfare programs, March 1960.

Source: Based on unpublished data from Children's Bureau, Welfare Administration, U.S. Department of Health, Education and Welfare, June 1965.

full-time child welfare positions per 100 employees during the period 1960–64 was 35. The parallel separation rate from full-time child welfare positions was 28.[22] So for each 35 social workers recruited there was a net gain of 7. In this type of program, manpower needs cannot be computed in administrative or economic terms alone. The social cost to a child who has already suffered deprivation of parents and substitute parents is inestimable when he also experiences frequent change in the social worker. The clients served in this program are among the most vulnerable in the total population. Sufficient staff and adequately prepared staff providing services with continuity are overwhelming needs recognized by all conversant with the problem.

c. *The Indian Service.*—Another governmental agency providing basic welfare services to families and children is the Bureau of Indian Affairs in the Department of the Interior. This is a comparatively small program functioning in States with Indian reservations, and in most instances supplemental to health and welfare services provided through the Division of Indian Health in the Public Health Service, and the States. In no program is the need for skilled help more necessary, and for no program should there be greater national responsibility and concern. Yet here as elsewhere the problem of serious social work manpower shortage is long-standing and seemingly irresolvable without Federal action.

There were in January 1965, approximately 179 social work positions in the Indian Service. Slightly over one-half of these were filled by staff with a master's degree in social work, a fifth have 1 year or more of graduate training in social work and the remainder have had social work experience in other agencies and have been prepared through inservice training in the Indian Service. There is in the Bureau of Indian Affairs an area social worker with an assistant in each of the nine Federal regions and there are five social workers in the central office of the Bureau in Washington. The remainder are widely dispersed on reservations providing social services to the Indian population.

Present caseloads average between 120 and 130 per social worker. In order to bring this caseload down to the standards recommended by the Bureau of Family Services of the Department of Health, Education, and Welfare (60 per worker for service cases), the staff in the Bureau would need to be more than doubled. Projections by the Bureau of Indian Affairs for a staff to meet anticipated needs suggest that the number of personnel should be at least doubled by 1970.[23] The prospect of recruiting any substantial number of trained staff to this service will be extremely difficult without expansion of sources of social work manpower.

4. *Delinquency: Treatment and Correction Services*

In no area of social welfare is the problem of data collection more fragmentary than in the field related to crime and the law. There are innumerable separate jurisdictions, within and among all levels of government, and there is no central, authoritative coordinating body. The manner of statistical reporting varies, the organization of personnel systems differs, and there is no agreement on the basic discipline most effective in programs of rehabilitation. There is agreement on one fact, however: That personnel shortages are acute in all parts of the field. Vacancies and staff turnover rates are high.

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[22] U.S. Department of Health, Education, and Welfare, Welfare Administration, Children's Bureau. "Child Welfare Social Work Staff, 1964, by Position and Graduate Social Work Education." Unpublished report, 1965.

[23] Department of the Interior, Bureau of Indian Affairs. Unpublished Report to the Task Force, 1965.

In the war against illness and disease, the most knowledgeable and the most skillful are recruited. In the war against crime and delinquency, that has not been the situation, although as of this report a national effort is being organized to do exactly this.[24]

The contrast between these two fields is evident when comparing the way in which each is organized to attack the problem it faces. Both require professional and ancillary personnel. The health field is organized so that the various disciplines are interdependent and coordinated for action. Steps have been taken to develop functions that are discrete for each discipline, and to develop appropriate training for each. In the correctional field, however, there are disparate theories on the nature and origin of delinquency and crime, on procedures for dealing with them, and on the organizational arrangements necessary to prevent or control them. As a result, there is disorder and confusion prevailing among the professions concerned with preparing personnel for corrections in such matters as training, qualifications, and responsibilities. In developing this point at a Senate hearing this year, Senator Joseph S. Clark of Pennsylvania commented that "we are about as far as we were in 1920 so far as training and qualifications are concerned."[25]

A major problem affecting probation as one aspect of correction, is the lack of adequate staff. It has been estimated that the current need for trained social welfare personnel in the juvenile field alone is 13,200 probation officers. There are an estimated 4,400 currently employed, leaving about two-thirds of the requirements unmet in this one segment of the field.[26] Detention facilities and correctional institutions use a wide variety of social work and ancillary personnel. To recruit social work personnel, three things are required: (a) Salaries, hours, and working conditions competitive with other available opportunities in the field; (b) a larger pool of qualified personnel from which to draw; and (c) the opportunity to function professionally. Personnel who supervise youth in the units or cottages in the correctional institution seldom have the training necessary to prepare them for their jobs. Their formal education varies from grade school to college, with the greater number having less than a high school diploma. There are many short-term educational programs made available to detention and institutional staff under a variety of sponsors, particularly those sponsored by the Office of Juvenile Delinquency in the Welfare Administration, but there is as yet no complete educational program designed to meet the training needs of this group.

5. *Social Insurance Services*

Data here reported are derived from the Old-Age, Survivors, and Disability Insurance Program, although comparable numbers are needed in unemployment and compensation services. At the present time the Social Security Administration employs over 9,500 staff members in OASDI activities which provide services to individuals and families in the establishment and processing of claims for benefits and related tasks. This figure includes approximately 7,500 claims interviewers, field representatives, and the supervisory and administrative staff related to these two groups, and just under 2,000 service representatives, a newly established position in the Social Security Administration's District Offices.[27]

As the complexity of problems with which social security is concerned increased and as the services became more complex in administration, it was found necessary to employ college graduates for the positions of claims interviewers and field representatives, and to provide them with extensive inservice training. It has now been recognized that not all of the tasks require this level of educational preparation. Very recently the tasks have been separated. The service representative who is not required to be a college graduate deals directly with clients, beneficiaries, and members of the general public. Their responsibility is limited to answering factual questions relating to eligibility benefits, and the processing of claims.

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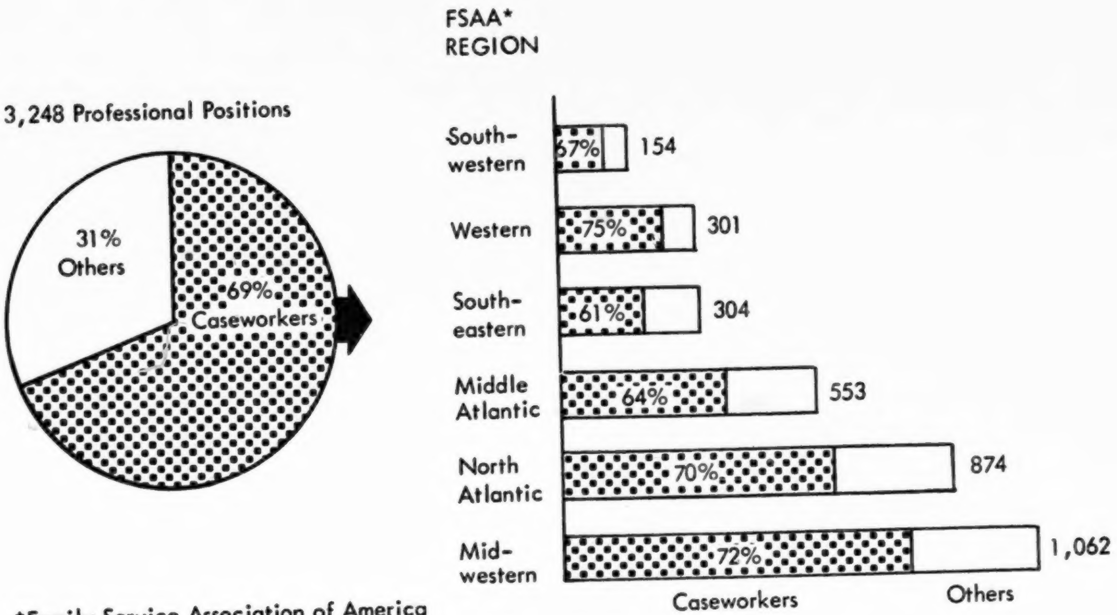
[24] Appointment of Federal Commission on Crime by the President, July 27, 1965.

[25] Congressional Record—89th Cong., 1st sess., Apr. 22, 1965, p. 8042.

[26] U.S. Department of Health, Education, and Welfare, Children's Bureau, Division of Juvenile Delinquency Services. Unpublished report, 1965.

[27] U.S. Department of Health, Education, and Welfare, Social Security Administration. Unpublished report to the Task Force, 1965.

Chart 4
Distribution of Professional Positions by FSAA* Regions
January, 1, 1965



*Family Service Association of America

Source: Family Service Association of America, *Family Service Statistics*, Yearly Summary, 1964. New York, 1965.

The claims representatives and field representatives on the other hand have broader responsibilities. They interview applicants and beneficiaries, receive, develop, and adjudicate claims, and make appropriate referrals to other social service organizations in the community when there are uncovered social problems for which help is needed. A college degree is required for these positions.

Professional social work education is sought for only a very few positions in this program. Personnel are recruited directly from among college graduates and a very systematized inservice training program that extends throughout the first year of employment prepares staff to fulfill the responsibilities of these positions. Shortages and turnover have not been a serious problem in the Social Security Administration until now. In January 1965, there were only 29 vacancies in several thousand budgeted positions. However, as of July 1, 1965, of 12,240 positions, 2,740 were unfilled. This rise resulted from the additional positions which have been created as a result of the new "medicare" program. It is necessary to include and plan for this group of personnel in any attempt to meet the social work manpower crisis. It draws from the pool of college graduates who are interested in the social welfare field, so that planning for undergraduate programs in social welfare needs to include preparation for these positions as well as for the other fields of practice in social work.

6. *Voluntary Welfare Services*

No attempt was made to present recent comprehensive data from the voluntary agencies in the social welfare field in this report beyond those given in the 1960 BLS survey, since this would have required resources in staff and support not available to the Task Force. In order to supplement the data from Government agencies, however, and to emphasize that the manpower problem is common to all sectors of the field, significant and typical data that were readily available from a few voluntary agencies are included here.

a. The Family Service Association of America, which represents more than 300 local voluntary family service agencies in the United States and Canada, published pertinent personnel data for 1963 and for 1964.[28] There were 3,248 professional personnel in family service agencies in 1964, of which 69 percent were social workers providing direct service to clients, and 31 percent were in other positions including administration, supervision, and research. Even in these agencies, which are among the earliest established and most professional, there was a serious vacancy rate of 9 percent in 1963, a rate that has been sustained with little variation over a period of 5 years, despite heavy investments in education for social work to encourage recruitment to the field (see chap. VI of this report). The vacancy rate was significantly higher in communities of less than 200,000 population than in larger urban centers—14 percent for caseworkers as compared to 9 percent in the larger centers. There was also an overall sustained turnover rate of 27 percent.

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[28] Family Service Association of America, "Family Service Statistics" (yearly summary) 1963, 1964. New York.

Geographic coverage of family service agencies in 1964 ranged from a total of 1,062 social workers in member family service agencies in the midwestern region to 154 in the southwest, with a concentration of service in the larger urban areas, representing about 65 percent of the total population (chart 4). Whole areas of the country and needful population groups have no relevant service available through voluntary family social service agencies. A major factor preventing expansion is lack of available qualified personnel.

b. The Child Welfare League of America represents 264 member agencies and 41 associate agencies. In a 1963 league salary study it was found that 64 percent of the 2,536 full-time caseworkers employed in league member agencies had social work degrees, and an additional 18 percent had some graduate training; 72 percent of the caseworkers were employed in voluntary agencies, and 28 percent in local public settings. However, of the caseworkers with social work degrees, 89 percent were in voluntary member agencies; and of the workers with no graduate training, 70 percent were in public agencies.[29]

From partial findings of an ongoing league salary study, there are indications that the total number of caseworkers employed in league member associate agencies will greatly exceed the 2,536 employed in 1963, and that the vacancy rate in positions that require graduate training will be somewhere between 15 and 20 percent. The problem of unfilled vacancies exists for all levels of personnel. For example, the requests to the league's personnel service annually by the 264 member and 41 associate agency boards for aid in securing chief executive personnel, involve approximately 5 percent of all 305 executive positions.

League member agencies report a rapidly increasing demand for social work manpower as a result of the expansion of government social welfare services in general, and the Office of Economic Opportunity in particular. Because of the critical nature of the problem, manpower will be one of the major topics at the February 1966 Conference of Executive Directors to be held by the Child Welfare League.

c. The National Jewish Welfare Board, which includes in its membership about 300 community centers, family recreation and campsites across the country, represents a group of agencies that have moved purposefully to meet their manpower needs by classifying tasks in order to utilize social workers with several levels of education. As of January 1, 1965, these agencies report 1,600 budgeted social work positions, 1,100 requiring the professional MSW degree and 500 the baccalaureate degree.[30]

In filling these positions in 1964, it was found necessary to employ 575 persons with baccalaureate level education, and 805 with professional education. There were 215 vacancies of which 180 were in positions of direct service and 35 in administrative positions.

d. The Boys' Clubs of America, representing 594 local programs of service to youth, had in 1964, 1,912 budgeted positions in social services to individuals and groups, of which 865 were in direct service, 487 in supervision, 14 in consultation, and 546 in administration. This agency seeks to recruit personnel largely from among college graduates and provides its own system of training through the national organization in conjunction with certain colleges and universities, at the graduate and undergraduate levels, to develop knowledge and skill needed for work in the program. It uses and seeks social workers with preparation in graduate schools of social work, but does not depend upon this single source for its manpower. In 1965, of the 116 staff members with master's degrees, 14 were graduates of schools of social work. The agency reports that potential expansion and program development in areas of great need and demand are hampered by lack of available qualified manpower.[31]

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[29] Child Welfare League of America, "Salary Study, 1963," 1964. New York.

[30] National Jewish Welfare Board, New York. Unpublished data, 1965.

7. *Services in the International Field*

A small but significant segment of social work personnel is employed in service or educational activities outside the United States either in international assignments under United Nations auspices, U.S. Government operations abroad, in voluntary agencies in the international sphere, or in programs of foreign countries themselves.

The significance of this group despite the small number of persons involved derives from the fact that they represent high levels of education and competence since they serve as educators or consultants. In order to carry out its international commitment, the United States draws upon the very limited resources in qualified manpower available. Yet such service is of inestimable importance and must be provided if we are to help in advancing the general welfare of people, and if we are to learn from other social welfare systems.

Faculty in schools of social work and in undergraduate programs need this kind of experience in other countries, also, to add to their knowledge base. Unfortunately, it is not feasible to provide much opportunity for this, since replacements cannot be found for the teaching personnel in the United States.

The Welfare Administration in the Department of Health, Education, and Welfare, maintains records showing that in the period from 1953 to 1965, a total of 93 professional social workers, including educators from schools of social work, served in universities or professional schools in 20 countries, 74 as lecturers and 19 in research activities. The number of such educators abroad varied in any one year from 5 to 12, with an average of 8 or 9 per year. In addition, in the period from 1950 to 1965, 69 professional social workers were engaged in programs of advanced study in 12 countries. There were 49 social workers serving as consultants in the Department of State as American Specialists in 32 countries in the period 1950 to 1964. As of December 1964, 15 Americans were employed in the United Nations in advisory social welfare positions. There are a total of about 18 American social workers in United Nations positions.

There were approximately 248 social workers working abroad in April 1965. There were 39 unfilled opportunities for oversea assignments; 7 in the service of the United States, 20 under United Nations auspices, 2 from voluntary agencies, 4 on Fulbright fellowships, and 6 from other nations—a vacancy rate of 13.5 percent. During that month 4 of these positions or openings were filled, 34 were carried forward as vacancies. Recruitment for this field would not be difficult because many qualified people are interested in overseas experience. Universities and social agencies would welcome such training opportunities for their faculties and staffs. The problem is that social work personnel, including teachers of social work, cannot be released for such temporary assignments because they cannot be replaced. Again, increase in the pool of qualified manpower is the key to the problem's solution.

C. *The National Association of Social Workers—Membership 1964*

The only professional membership organization in the field at the present time is the National Association of Social Workers. Formed in 1955 by merger of seven autonomous organizations, under which the respective memberships were blanketed in, regardless of the educational background of the members, it now sets as a condition of membership graduation from a school of social work accredited by the Council on Social Work Education. This latter body requires that a professional social work school have affiliation with an accredited university or college, be postbaccalaureate in curriculum, and confer a master's degree in social work to eligible candidates upon satisfactory completion of the course of study.

These requirements limit the membership to about one-fourth of staff personnel performing social work functions in an agency. A study of its membership rolls developed data of value and usefulness to the Task Force.

As of December 31, 1964, the National Association of Social Workers reported a membership of 37,354, excluding student and retired members.[32] This may be assumed to represent a high proportion of the available pool of social work manpower with graduate social work education as of that date.

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[31] Boys 'Club of America, New York. Unpublished data 1965.

[32] National Association of Social Workers, "Annual Membership Statistics" Dec. 31, 1964. New York, 1965.

Because of their pertinence to the purposes of this report, the membership figures were analyzed (1) by States in relation to total population, and selected socioeconomic factors; (2) by regions in relation to schools of social work; and (3) by fields of practice as classified in the 1960 BLS survey, for the Nation as a whole.

1. *Population and Socioeconomic Factors*

For the United States, the ratio of NASW members was 20 per 100,000 population. As ranked in descending order of magnitude, 35 States fell below the national average (chart 5). The number of NASW members per 100,000 population ranged from a high of 37 in New York to a low of 5 in South Carolina. The membership resident in the District of Columbia was not included in the total in arriving at averages, and in the ranking in relation to the five factors given below, inasmuch as the high concentration of NASW members in Federal agencies made this chapter's membership atypical.

On the assumption that the incidence of social workers would be associated with certain socioeconomic characteristics, the States were ranked with respect to the following five factors:

a. *Ratio of NASW members to 100,000 population*—since social work is a service utilized by all segments in the population;

b. *Median family (1959) income*—as a significant indicator of the money income level of a State;

c. *Percent of families with (1959) income below $3,000*—because of the current emphasis on the low-income segment of the population;

d. *Number of NASW members per 10,000 families with (1959) income below $3,000*—as an indicator of available social work manpower in developing social programs; and

e. *Extent of urbanization*—since social welfare advances in both the public and voluntary sectors have traditionally been associated with the degree of urbanization.

All State rankings were from high to low with the exception of factor c above (percent of families in 1959 with income below $3,000). In this instance, the ranking was from the State with the lowest percent of poor families which was ranked first, to that with the highest percent of poor familes, which was ranked last. This was done to highlight the element of positive association throughout.

Statistical analysis showed a marked degree of association among the five factors[33] (table 8).

Table 8.—Spearman's Rank Correlation Coefficients for States by 5 Socioeconomic Factor Ranks[1]

Socioeconomic factors	Number of NASW members per 100,000 population A	Median family income B	Percent of families with incomes below $3,000 C	Number of NASW members per 10,000 families with incomes below $3,000[2] D	Percent of population which is urban E
A. Number of NASW members per 100,000 population (highest to lowest)	-------	-------	-------	-------	-------
B. Median family income (highest to lowest)	.73	-------	-------	-------	-------
C. Percent of families with incomes below $3,000 (lowest to highest)	.73	.97	-------	-------	-------
D. Number of NASW members per 10,000 families with incomes below $3,000[2] (highest to lowest)	.93	.90	.91	-------	-------
E. Percent of population which is urban (highest to lowest)	.66	.67	.67	.71	-------

[1] The method of Spearman's Rank Correlation Coefficient, based on the difference in rank between paired items in two series, provides a quick means for determining the degree of association between different factors—perfect agreement would be +1.00, and perfect disagreement, −1.00. See Sidney Siegel, "Nonparametric Statistics for the Behavioral Sciences," New York: McGraw-Hill, 1956, pp. 202–213.

[2] Indicator of availability of trained social work manpower in relation to the population below the "poverty-line." Data later than 1959 by States are lacking. Although, as measured by the $3,000 demarcator, the number of poor families declined from 9.6 million in 1959 to 8.4 million in 1964, or from 21 percent to 18 percent of all families, it is believed that there was no substantial change in the distribution of poor families among the States.

Sources: A. July 1, 1964, population; U.S. Department of Commerce, Bureau of the Census, "Current Population Reports," series P–25, Nos. 300 and 301, Feb. 26, 1965. National Association of Social Workers, Inc.; "Annual Report of Membership Statistics," Dec. 31, 1964. B. 1959; Bureau of the Census, "1960 Census of Population," vol. I, pt. 1, table 286. C. 1959 income reported in 1960 census; Bureau of the Census; "1960 Census of Population," vol. I, parts for States, table 36. D. 1965 NASW membership (see "A"), 1959 income reported as of 1960 census; U.S. Department of Health, Education, and Welfare; Welfare Administration; "Family Income and Related Characteristics Among Low-Income Counties and States," Welfare Research Report 1, app. table A. E. 1960; Bureau of the Census; "County and City Data Book, 1962" (a "Statistical Abstract" supplement).

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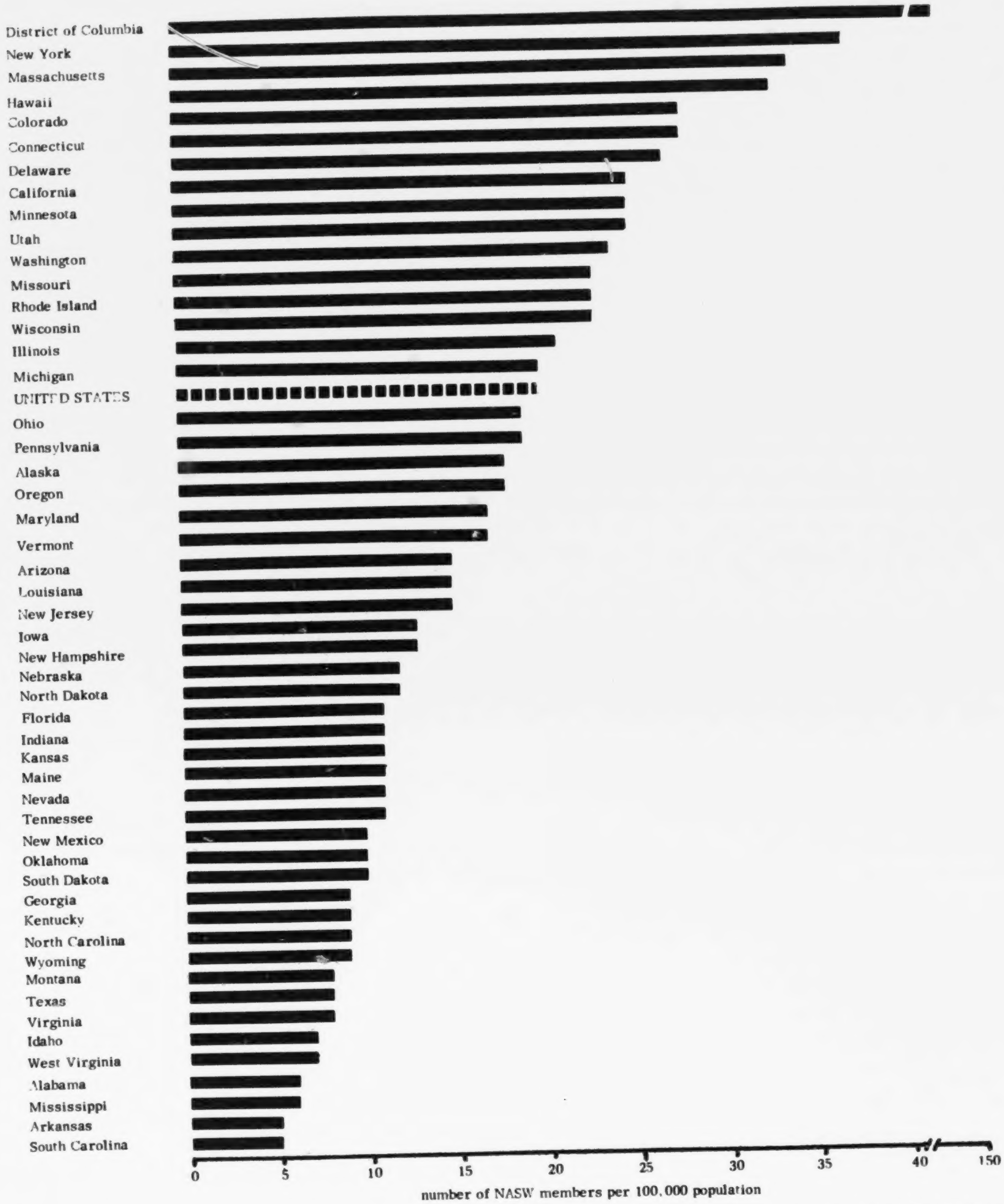
[33] In order to determine the degree of association among the five socioeconomic factors, Spearman's rank correlation coefficients were obtained. The coefficients range from +1.00 for perfect agreement to −1.00 for perfect disagreement. For further discussion of this technique see, Sidney Siegel, "Non-Parametric Statistics for the Behavioral Sciences," New York: McGraw-Hill, 1956, pp. 202–213.

Chart 5
States Ranked According to Number of NASW Members per 100,000 Population, 1964



Source: U.S. Bureau of the Census, *Current Population Reports*, Series P-25, No. 301, Feb. 26, 1965. National Association of Social Workers, "Membership Statistics, December 31, 1964."

Higher median income, lower incidence of poverty, and higher levels of urbanization are associated with the availability of a higher proportion of social work manpower; or conversely, States with lower income levels, higher incidence of poverty, and lower levels of urbanization, lack social work manpower to a greater degree.

Table 8 shows that although the degree of urbanization is moderately associated with the availability of trained social work manpower, it is not so strong a factor as the others. This is borne out in the case of both Florida and Texas, each of which is highly urbanized—Texas ranks 9th and Florida 12th in population in the 1960 census. Nonetheless, both States were low in the ranking of NASW members (chart 5) and the other socioeconomic factors. On the other hand, New Jersey, which ranks in the top fifth with respect to median income, percentage of needy families, and urbanization, ranks in the second fifth on availability of social work manpower for financially needy families, and in the third fifth on social work manpower for all families.

2. *Schools of Social Work and the Availability of Social Work Manpower*

From the foregoing, it is evident that the availability of social work manpower with graduate social work education is related to many socioeconomic factors within a State. The availability of training facilities is certainly one additional influencing factor. Analysis of the data by States, with regard to presence of schools of social work, although showing some very high correlations in some States, reveals what might seem to be some startling lacks of such correlations. For example, New York with 8 schools ranks 1st in the number of NASW members per 100,000 population; on the other hand, Delaware, which ranks 6th in proportion of NASW members, has no school; nor does Rhode Island which ranks 12th. Delaware and Rhode Island, both small States, are, however, contiguous to States that do have schools. It was therefore considered more meaningful to analyze the situation on a regional rather than a State basis.

It becomes apparent from a study of map 2 that availability of regional schools does, indeed, relate to the availability of trained manpower. The four regions (New England, Middle Atlantic, Great Lakes, Pacific) which rank at or above the national average of 20 graduate social workers per 100,000 population, contain within them the States that have 35 of the 59 accredited schools in the country.

3. *Fields of Practice*

In an examination of the distribution of NASW membership by fields of practice, certain areas of concentration become immediately apparent (see table 9 and chart 6). Child welfare and psychiatric social work represent almost half of the entire membership in 1964, with 26 percent in child welfare work, and about 20 percent in psychiatric social work. In both these areas these figures represent a slight increase over 1961, when there were 23 percent in child welfare, and 18 percent in psychiatric social work.

Looking back to the figures for social workers with graduate social work education in 1950 and 1960, one notes that child welfare had consistently been the largest single field of practice and the psychiatric social work area has shown considerable growth.

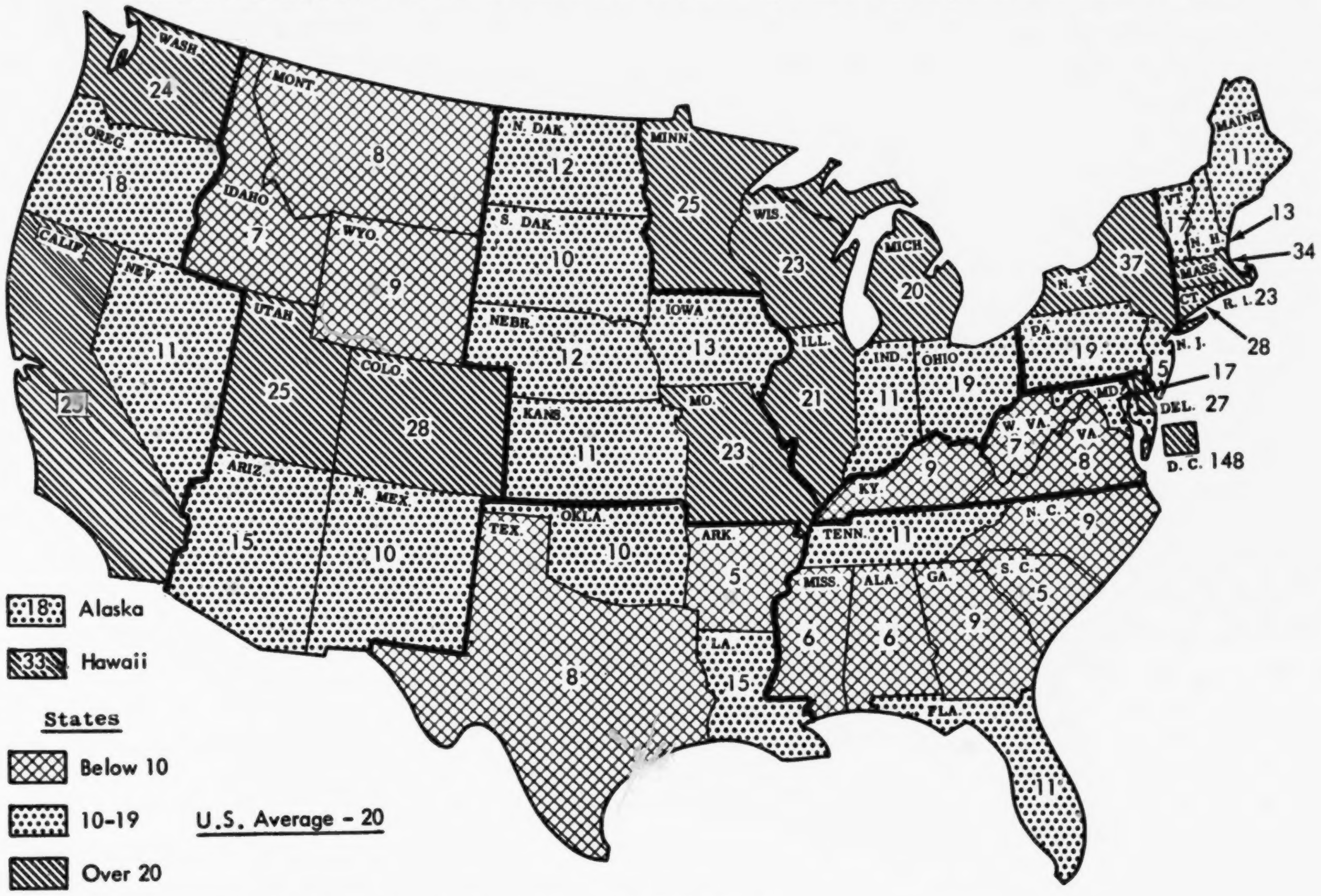
Between 1950 and 1960, the increase in child welfare workers with graduate social work education was 96.8 percent, in psychiatric social workers, 155.3 percent. These percent increases were both considerably higher than the increase for social workers in all programs combined, which was 73.2 percent. Between 1961 and 1964 the percent increase for social workers with graduate education in all programs was 69.8. During this same period, the increases in child welfare and psychiatric social work were 91.9 and 85.8 percent, respectively. Both these programs have had substantial Federal support of social work education for a number of years.

A significant change in the proportion of social workers with graduate social work education employed, is notable also in the field of public assistance. The change between 1950 and 1960 was a decrease of 12.4 percent; the change between 1961 and 1964 an increase of 79.5 percent. These figures point up the effect of public policy on both availability of training resources and utilization of manpower inasmuch as they reflect the 1962 amendments to the Social Security Act, which provided for 75 percent Federal reimbursement of funds expended by States for training of workers in public assistance, and which set directions for improved programs.

The national distribution and utilization of the available pool of social workers provide a broad context for the examination of current deployment. The reasons behind this pattern of deployment are complex and interrelated; so also are the factors which can modify and change the distribution. Both need intensive study.

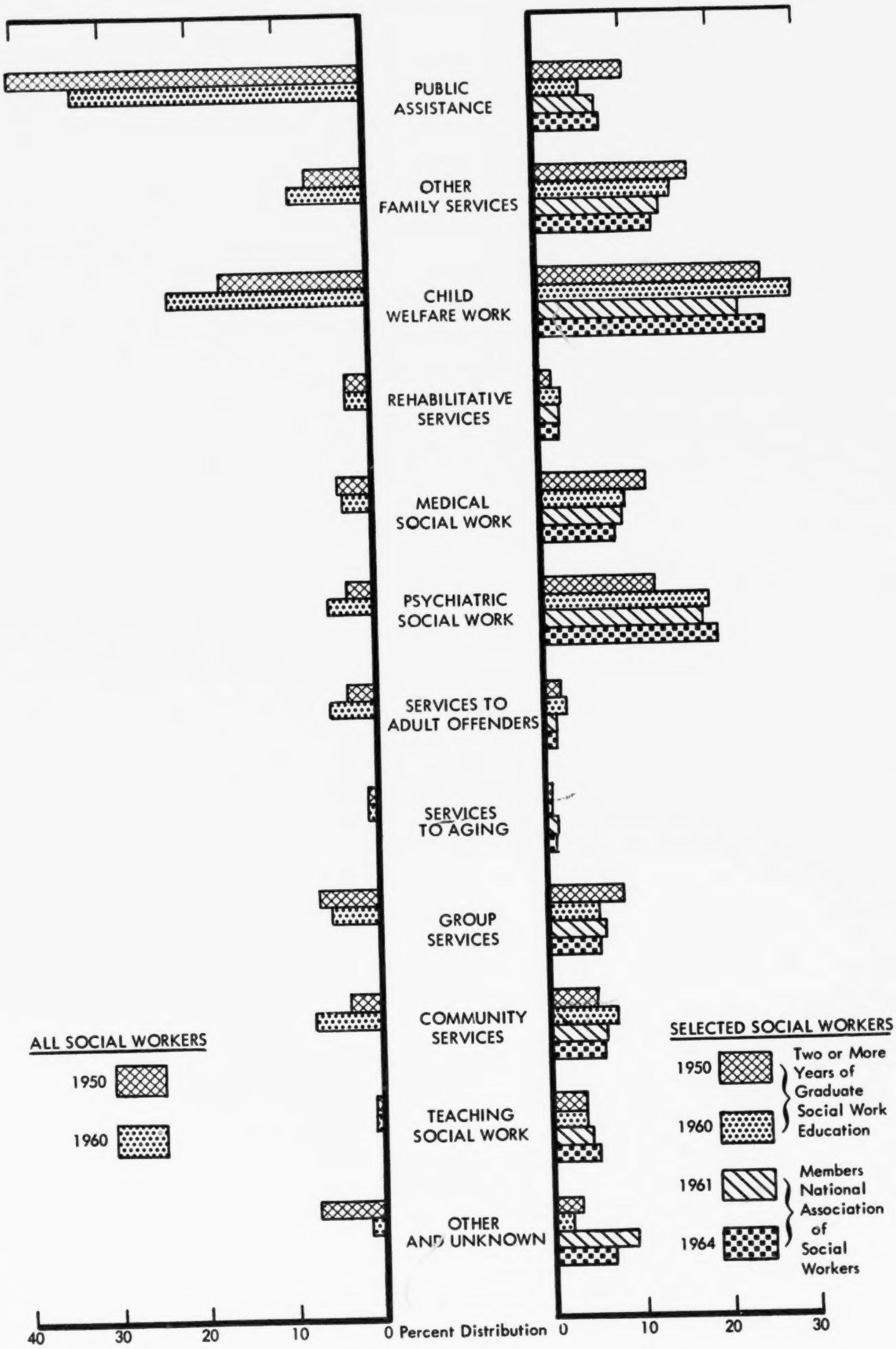
Map 2

National Association of Social Workers Per 100,000 Population by Regions and States, 1964


WASH. 24
OREG. 18
CALIF. 25
NEV. 11
IDAHO 7
MONT. 8
WYO. 9
UTAH 25
COLO. 28
ARIZ. 15
N. MEX. 10
N. DAK. 12
S. DAK. 10
NEBR. 12
KANS. 11
OKLA. 10
TEX. 8
MINN. 25
IOWA 13
MO. 23
ARK. 5
LA. 15
WIS. 23
ILL. 21
MICH. 20
IND. 11
OHIO 19
KY. 9
TENN. 11
MISS. 6
ALA. 6
GA. 9
FLA. 11
S. C. 5
N. C. 9
VA. 8
W. VA. 7
PA. 19
N. Y. 37
MAINE 11
VT. 17
N. H. 13
MASS. 34
R. I. 23
CT. 28
N. J. 5
MD 17
DEL. 27
D. C. 148
18 Alaska
33 Hawaii
States
Below 10
10-19
Over 20
U.S. Average - 20

Source: National Association of Social Workers, *Membership Statistics*, December 31, 1964 (Mimeo.)

Chart 6
Percent Distribution by Fields of Practice of All and Selected Social Workers: 1950, 1960, 1961 and 1964



Source: Same as for Table 9.

Table 9.—Comparison of Total and Selected Social Workers by Field of Practice, 1950, 1960, 1961, and 1964

Field of practice	Social workers								
	Total			With graduate education					
	1950	1960[4]	Percent change 1950–60	1950[1]	1960[1]	Percent change 1950–60	1961[2]	1964[2]	Percent change 1961–64
All programs	74,240	105,351	41.9	11,558	20,017	73.2	22,000	37,354	69.8
Public assistance	30,110	35,175	16.8	1,204	1,005	−12.4	1,540	2,764	79.5
Other family services	4,749	8,556	80.2	1,995	3,080	54.4	3,080	4,893	58.9
Child welfare work	12,397	23,900	92.8	2,945	5,797	96.8	5,060	9,712	91.9
Noninstitutional	6,645	10,922	64.4	1,927	3,386	75.7	2,640	5,080	92.4
Institutional	2,599	5,685	118.7	598	1,137	90.1	880	1,905	116.5
Court services	1,943	4,923	153.4	214	492	129.9	220	672	205.5
School social work	1,210	2,370	95.9	206	782	279.6	1,320	2,054	55.6
Rehabilitative services	1,756	2,538	44.5	140	431	207.9	440	747	69.8
Medical social work	2,804	3,430	22.3	1,374	1,886	37.3	1,980	3,026	52.8
In hospitals	n.a.	2,646	----------	n.a.	1,455	----------	1,540	2,316	50.4
Outside hospitals	n.a.	784	----------	n.a.	431	----------	440	710	61.4
Psychiatric social work	2,253	5,171	129.5	1,456	3,717	155.3	3,960	7,359	85.8
In hospitals	1,182	2,947	149.3	567	1,916	237.9	2,420	3,698	52.8
Outside hospitals	1,071	2,224	107.7	889	1,801	102.6	1,540	3,661	137.7
Services to adult offenders	2,298	5,254	128.6	184	420	128.3	220	336	52.7
Services to aging	652	813	24.7	39	81	107.7	220	336	52.7
Group services	8,764	10,857	23.9	964	1,086	12.7	1,320	2,017	52.8
Community services	2,675	7,647	185.9	586	1,453	148.0	1,320	2,129	61.3
Teaching social work	518	890	71.8	383	676	76.5	880	1,756	99.5
Other and unknown	5,264	1,120	(3)	760	385	(3)	1,980	2,279	(3)
	Percent Distribution								
All programs	100.0	100.0	----------	100.0	100.0	----------	100.0	100.0	----------
Public assistance	40.6	33.4	----------	10.4	5.3	----------	7.0	7.4	----------
Other family services	6.4	8.1	----------	17.3	15.4	----------	14.0	13.1	----------
Child welfare work	16.7	22.7	----------	25.5	29.0	----------	23.0	26.0	----------
Noninstitutional	9.0	10.4	----------	16.7	16.9	----------	12.0	13.6	----------
Institutional	3.5	5.4	----------	5.2	5.7	----------	4.0	5.1	----------
Court services	2.6	4.7	----------	1.9	2.5	----------	1.0	1.8	----------
School social work	1.6	2.2	----------	1.8	3.9	----------	6.0	5.5	----------
Rehabilitative services	2.4	2.4	----------	1.2	2.2	----------	2.0	2.0	----------
Medical social work	3.8	3.3	----------	11.9	9.4	----------	9.0	8.1	----------
In hospitals	n.a.	2.5	----------	n.a.	7.3	----------	7.0	6.2	----------
Outside hospitals	n.a.	.7	----------	n.a.	2.1	----------	2.0	1.9	----------
Psychiatric social work	3.0	4.9	----------	12.6	18.6	----------	18.0	19.7	----------
In hospitals	1.6	2.8	----------	4.9	9.6	----------	11.0	9.9	----------
Outside hospitals	1.4	2.1	----------	7.7	9.0	----------	7.0	9.8	----------
Services to adult offenders	3.1	5.0	----------	1.6	2.1	----------	1.0	.9	----------
Services to aging	.9	.8	----------	.3	.4	----------	1.0	.9	----------
Group services	11.8	10.3	----------	8.3	5.4	----------	6.0	5.4	----------
Community services	3.6	7.3	----------	5.0	7.3	----------	6.0	5.7	----------
Teaching social work	.7	.8	----------	3.3	3.4	----------	4.0	4.7	----------
Other and unknown	7.1	1.1	----------	2.6	1.5	----------	9.0	6.1	----------

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[1] Social workers with two or more years of graduate education in a school of social work.

[2] Members of National Association of Social Workers.

[3] Insignificant.

[4] Excluding social welfare workers in recreation.

Sources: 1950 data—American Association of Social Workers, "Social Workers, in 1950," a report made by the Bureau of Labor Statistics, table D-14 and D-34. 1960 data—U.S. Department of Labor, Bureau of Labor Statistics; "Salaries and Working Conditions of Social Welfare Manpower in 1960," table 18. 1961 data—National Association of Social Workers, "Study of Salaries of NASW Members, Spring 1961," Personnel Information, November 1961. 1964 data—National Association of Social Workers, unpublished data for membership statistics for Dec. 31, 1964.

CHAPTER III. FUTURE MANPOWER NEEDS

The existence of a Federal Department of Health, Education, and Welfare of which one component, the Public Health Service, dates back to 1798, reflects tacit recognition of the need of Federal involvement in social, economic, and health provision for citizens of all ages. Broad-scale and long-range programing of social, educational, and health services has its origins in the basic purposes of our Government, and rapid expansion of these services has been the characteristic trend of recent years. The major direction of Federal activity has been through legislation which established programs intended to improve the well-being of the people.

The dimensions of the current social work manpower need in all programs of the Department of Health, Education, and Welfare, and in public and voluntary agencies external to the Department, have been described in the preceding chapter. In the material that follows, future needs—their nature and dimensions, particularly those that result from legislative acts of Congress—will be discussed.

A. *Population Growth, and Economic and Social Factors in Relation to Manpower*

A consistent growth in the need for a wide spectrum of manpower in health, education, and welfare from many professions and disciplines, including social work manpower, can be anticipated throughout the next decade with the growth in population (chart 7). The number of people in the United States will approach 210 million by 1970, and between 220 and 225 million by 1975.[1] Such growth will require a proportionate increase in many existing services just to keep pace with the increased numbers of people. The concomitant need for increased numbers of social workers is one of the concerns given careful consideration by the Task Force.

It is anticipated that the greatest population increase will occur in congested metropolitan areas, not only through natural increase in births but also through migration of socially deprived groups from rural areas to the cities. There will be continuing expansion and development of the established programs to reach a wider clientele with more and better services in response to demand, as well as development of new types of services in the war on poverty, in the improvement of medical care for all groups, in the extension of educational opportunities to the culturally and economically deprived, and in the implementation of the national social goals of the Great Society.

When consideration is given to the fact that manpower for the social welfare services must be drawn from the same pool as manpower for many other equally necessary occupations and professions, the problem might seem practically insoluble. The possibility of solution arises partly from the projected increase in the labor force itself. For example, it is anticipated that there will be a 51 percent increase in the size of college graduating classes in the next decade.[2] There will be a need to develop new types of occupations and greatly expanded employment opportunities in existing occupations, to provide careers in services to people for large groups of this work force, if employment earnings are to continue as the major source of income for most people in our economy.

With the advancement of automation and cybernation, it has been predicted that 2 percent of the people will, in the discernible future, be able to produce all the goods and material services necessary for society's needs as they are defined today.[3]

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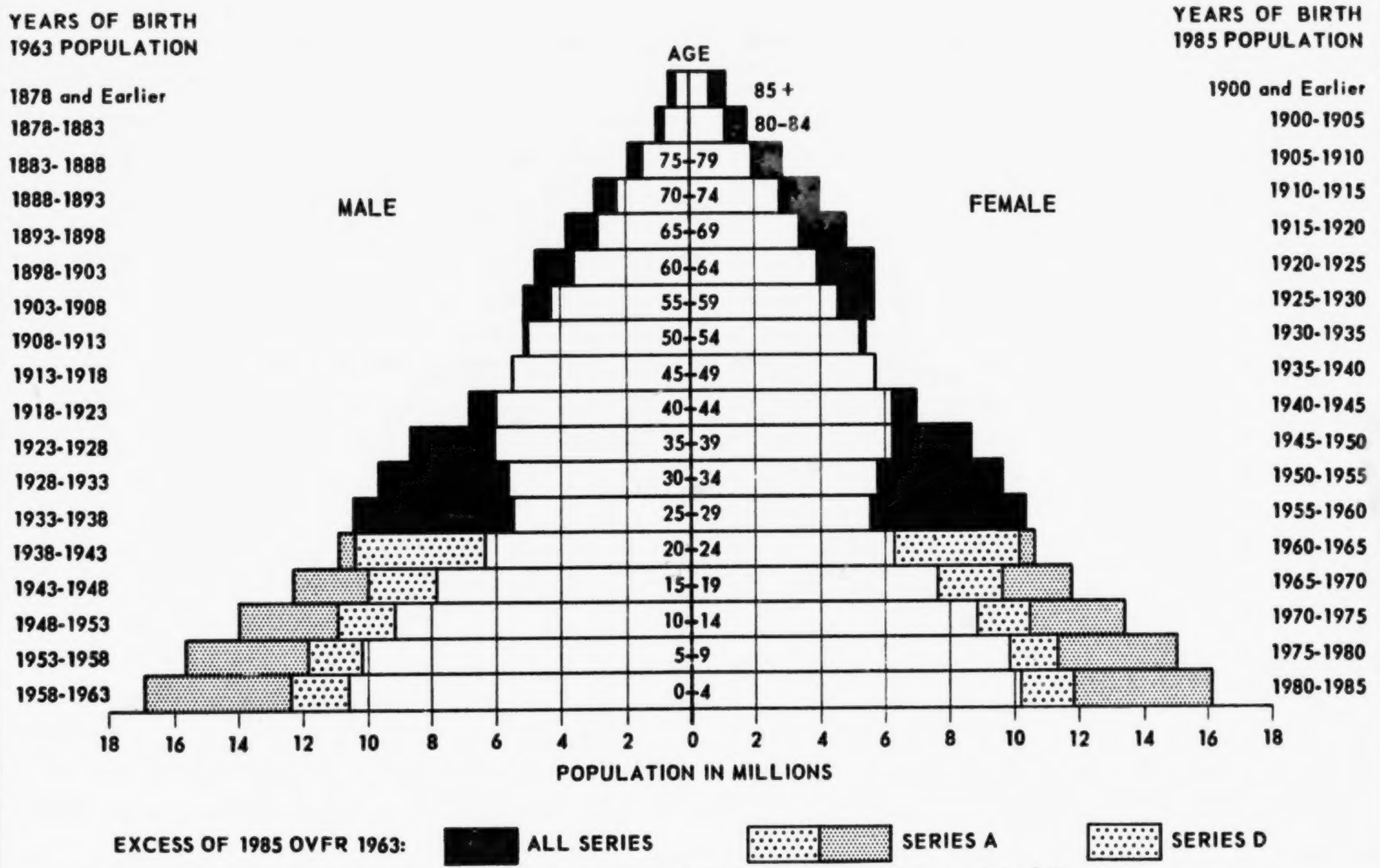
[1] U.S. Department of Commerce, Bureau of the Census, Current Population Reports, "Population Estimates," series P-25, No. 301, Feb. 26, 1965.

[2] U.S. Department of Health, Education, and Welfare, Office of Education. "Earned Degrees By Field of Study and Level Projected to 1975," OE-54031, Bulletin 1964, No. 31., p. 5.

[3] Theobald, Robert, "Cybernation—Threat and Promise," in The Bulletin of the National Association of Secondary-School Principals. Vol. 48 (295) November 1964, p. 22 ff.

Chart 7

Population of the United States: 1963 and 1985

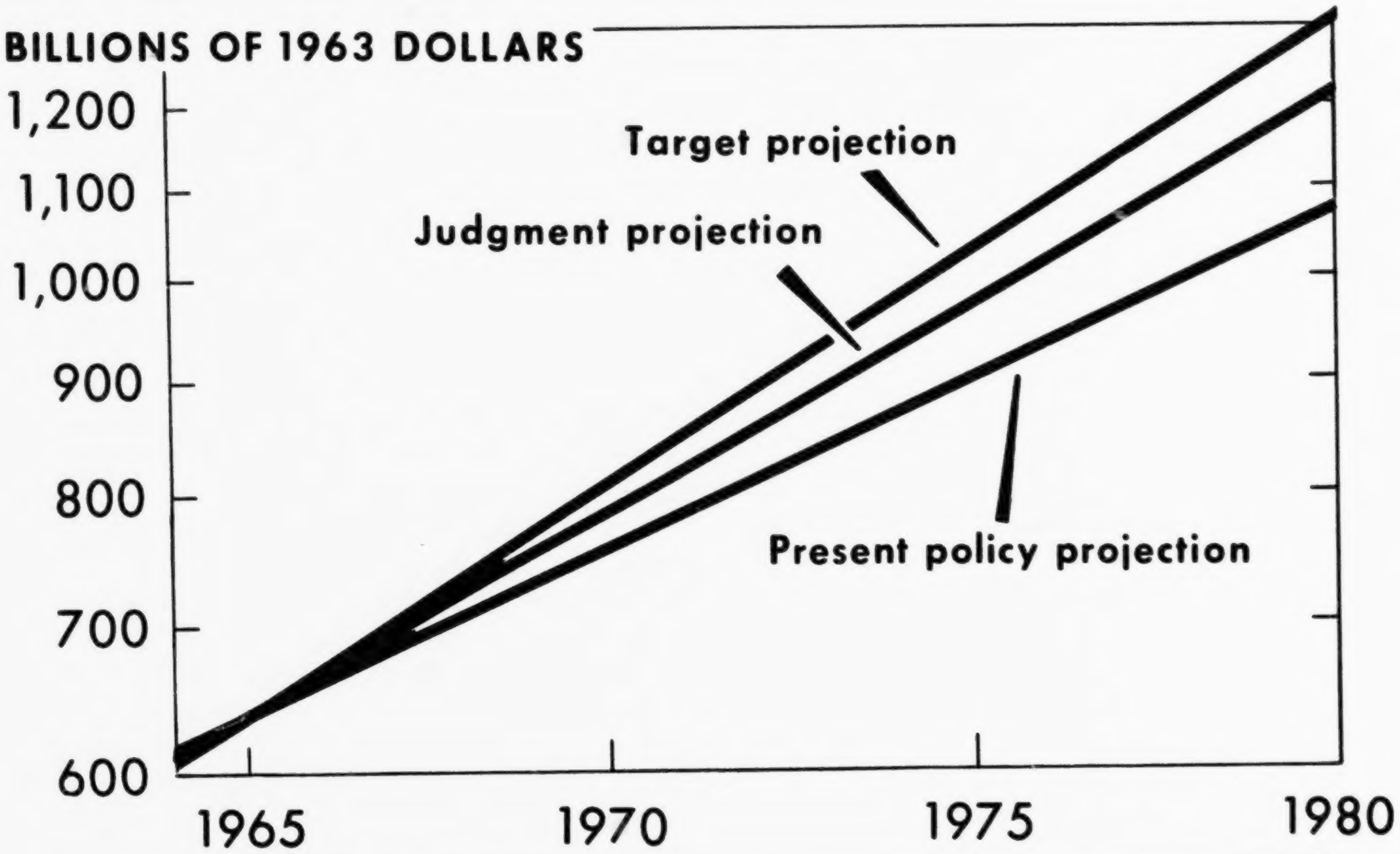


Source: U.S. Department of Commerce, Bureau of the Census; Current Population Reports, Population Estimates, Series P-25

Chart 8

GROSS NATIONAL PRODUCT

Actual 1964 and Projected 1965-1980



Source: National Planning Association, Center for Economic Projections. The *target* projection shows the maximum potential growth feasible under our economic and social institutions. The *present policy* projection is based on the growth rate resulting from following present fiscal and monetary policies, and anticipating an unemployment rate of 8.5 percent or more. The *judgment* projection assumes action by government and private initiative to support economic growth and prevent recession but not the use of all possible measures needed for the maximum desirable growth attainable as given in the *target* projection.

It will, however, be possible to utilize fully the benefits of automation and to continue to have employment earnings as the major source of income,[4] if the necessary steps are taken to recruit and educate personnel for a wide variety of personal services including those discussed in this report.

There are many jobs waiting to be done to fill the unmet needs of today as well as to provide employment: in urban and rural development, including physical development for beauty and comfort; in education, recreation, and the extension of cultural opportunities; and, of greatest import for the purposes of this report, in the health and welfare services. With imaginative planning toward such goals, although it is true that shorter hours and fewer workdays will be the order of things, the main source of personal income will continue to be remunerative work and the manpower needs for the social work services can be met. Chart 8, used by Gerhard Colm in his "Man's Work and Who Will Do It in 1980," shows that a growth rate of 5.5 percent per year will be necessary if the economy is to absorb the available manpower, and if the Nation is to develop fully its cultural opportunities and its health and welfare services.

Projections indicate that economic growth will tend to keep pace with population growth, and that the economy will be able to afford and support these developments in services. The increase in the gross national product over the past decade and the projections for increases over the next decade are a clear indication that the Nation has the capacity for enormous economic growth.[5] The anticipated increase in employment available through the Economic Opportunity Act, and the improved range of educational opportunities for training and retraining under the manpower training and development legislation, will increase the possibility of gainful income on the part of many who will be in a position to make a contribution to both the economy and the society.

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[4] Colm, Gerhard, "America, 1980: Man's Work and Who Will Do It in 1980," lecture, Graduate School of the U.S. Department of Agriculture, Mar. 9, 1965 (mimeo).

[5] Keyserling, Leon H., "Progress or Poverty: The U.S. at the Crossroads," Conference on Economic Progress. Washington, D.C. December 1964.

The paradox presented in the manpower problem in social welfare, among many professions and technical disciplines, is the fact of shortage in trained manpower existing simultaneously with unemployment. The Manpower Report of the President to the Congress in 1965 identified employment as a major problem in the American society. The President said in that report:

> The number one problem is still unemployment. Despite recent improvements, unemployment and underemployment are intolerably high, particularly for those lacking education, skills, or opportunity because of poverty and discrimination.
>
> A second problem relates to the needs of the great number of new young jobseekers. An unprecedented increase is occurring at a time when the rate of youth unemployment is already three times greater than adult unemployment.
>
> A third major problem concerns rapid change that burdens many workers and communities, even while benefiting the economy generally. Technological change can be the key to ever-greater prosperity and individual opportunity. But it also brings the growth of new demands and the decline of old ones, readjustments in government programs, migration of people from rural to urban areas, and other changes that require difficult adjustments.
>
> A fourth problem concerns jobs that remain undeveloped. Despite high levels of unemployment and vast numbers of new workers and workers being released from outmoded work, the desires and needs of many consumers, businesses, and communities for additional services are not being adequately met.[6]

B. *Projections for Specific Programs*

A number of constituent agencies of the Department of Health, Education, and Welfare have prepared projections of future needs of social work personnel. These represent only a portion of the social work manpower needs in ongoing and projected programs in the other agencies of the government and in the voluntary field.

Table 10.—Public Assistance Social Work Staff Needed in 1970

Type of position	Goal for 1970		
	Total number	With 2 years or more of graduate study in social work	
		Number	*Percent*
Total	95,000	31.500	33
Directors:			
State offices	700	525	75
Local offices	2,300	1,150	50
Director-workers	1,200	1,200	100
Caseworkers	[1] 73,100	15,500	21
Supervisors	[1] 13,900	9,300	67
Field representatives	800	800	100
All other social workers	3,000	3,000	100

[1] Excludes staff needed for the medically indigent under title XIX (Medical Assistance Programs) or for marginally needy persons requiring preventive and rehabilitative services under the other public assistance titles. Furnishing preventive and rehabilitative services to the marginally needy would require an additional 10,000 to 15,000 caseworkers and 2,000 to 3,000 supervisors

Source: Same as for table 6.

Table 11.—Public Child Welfare Social Work Staff Needed in 1970

Type of position	Estimated number of employees
Total child welfare positions	21,000
Total professional positions [1]	19,400
Child welfare directors	360
Filed representatives	400
Child welfare specialists	700
Supervisors	3,000
Caseworkers	14,900
Child welfare assistants [2]	1,600

[1] Positions require 2 years of graduate social work training.

[2] Positions require a bachelor's degree.

Source: Same as for table 7.

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[6] U.S. Department of Labor, "Manpower Report of the President—A Report on Manpower Requirements, Resources, Utilization, and Training," March 1965, p. ix.

1. *Welfare Administration*

a. *The Bureau of Family Services* has established estimates for 1970, based on present demand for social work manpower in the various State and local welfare programs (table 10).

By 1970 approximately 95,000 social workers will be needed to meet the program requirements stipulated by the public welfare amendments of 1962. Approximately one-third of this number should have completed 2 years or more of graduate professional training. This represents an increase in professionally trained social workers of 28 percent of total staff, from about 5 percent of 46,083 in June 1964 to 33 percent of 95,000 by 1970.

The supply of social workers for family services in public welfare agencies who have graduate social work training is so small at the present time—2,200 with 2 years or more of graduate education and 8,550 with some graduate study—that the projection to 1970 will mean an increase of over 28,300 in this group. These estimates will require further upward revision as the impact of the 1965 amendments to the Social Security Act is felt in State and local programs.

b. *The Children's Bureau* has estimated the needs in public child welfare in the light of present supply and future demand. In March 1964, about 1,207 of the more than 3,200 counties in the United States lacked the full-time services of a public child welfare worker. In the 1,999 counties with full-time workers, not all such social workers had full professional education. In addition, since July 1, 1965, the public child welfare program has had a standards requirement of no more than 60 cases per worker. Several thousand additional fully trained child welfare workers will be required by 1970 (table 11).

The availability of the increased funds in maternal and child health and services for crippled children will require additional numbers of fully trained social workers. The new maternity and infant care projects developed under the 1963 Maternal and Child Health and Mental Retardation Planning Amendments of the Social Security Act have created large numbers of social work positions, many of which are unfilled. The child health provisions in the recently enacted medicare legislation (Social Security Amendments of 1965) will create another demand for social work positions which will increase the current shortages.

The Children's Bureau, reporting on staff needs in relation to control of juvenile delinquency, anticipates that by 1970 an increase of 11,000 social workers with graduate professional preparation will be required to staff probation and treatment facilities for children adjudicated delinquent.

c. *Services to the aging under public welfare.*—In order to provide at least one specialist in social work services to the aging in every State and county welfare department, more than 3,200 additional professionally trained social workers will be required than are now available.

d. *Work experience and training projects.*—Responsibilities of State and local public welfare departments were expanded under title V of the Economic Opportunity Act to include work experience and training projects for persons lacking marketable skills. By 1970, in these programs, over 2,000 additional social workers will be needed.

e. *International office.*—It is difficult to project future needs for social workers in our commitments to less developed nations, but a slight increase in the number of social workers in foreign assignments is indicated under present conditions. The recent Conference on International Social Welfare Manpower,[7] cosponsored by the Agency for International Development, the Council on Social Work Education, and the Welfare Administration of the Department, advocates wider commitment of U.S. resources abroad in the field of social work education. The social welfare research programs financed in other countries by U.S.-owned foreign currency are stimulating a wider interest in such research, calling for U.S. personnel to teach research methodology, as well as carry out projects. An increase in United Nations social welfare activities is anticipated.

2. *Social Security Administration*

In the Social Security Administration it is anticipated that there will be needed by 1975 approximately 21,000 staff in positions with responsibility for service to individuals or groups. Of these, approximately 50 percent will be employed as claims interviewers or field representatives and will be required to have a college education as basic preparation, followed by inservice training for the demands of the job. The other 50 percent will be employed as service representatives and will be recruited from groups with lesser education. The Administration anticipates the employment of 24 social workers with graduate social work education for certain positions in personnel administration and policy formulation. These figures reflect an increase of almost 40 percent over January 1965 budgeted positions in social work.

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[7] "The Time is Now," Proceedings of the Conference on International Social Welfare Manpower, Dec. 13–15, 1964, Washington, D.C., Department of Health, Education, and Welfare.

3. *Office of Education*

a. *School social work.*—There are presently about 3,000 school social workers in the United States. The enrollment in public elementary and secondary schools will approximate 45 million by 1970. Using the most conservative standard of service accepted by educational authorities, of 1 school social worker for 2,000 pupils in the school population, the anticipated need by 1970 would be for more than 20,000 social workers in public schools. It should be noted that there also will be an enrollment of over 6 million pupils in private schools, who have no less need for school social work services (chart 9).

b. *The education of the disadvantaged and handicapped.*—The Office of Programs for the Education of the Disadvantaged and Handicapped reports that there are social welfare as well as educational implications in all of the newly developing programs in the eradication of poverty as a social blight in the United States which are administered through the Office of Economic Opportunity, and with which the Office of Education cooperates. Large numbers of social workers will be needed in services to youth in connection with the Job Corps, Neighborhood Youth Corps, and College Work Study Programs.

Within the Office of Education itself, in the Division of Program Operations of the Bureau of Elementary and Secondary Education, there will be a burgeoning demand for social work services in implementation of title I of the Elementary and Secondary Education Act of 1965. These provisions focus on problems of poverty that affect the individual child's educational opportunity and achievement, and specifically call for " . . . social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs." [8]

Although it is not possible to quantify the demand for social work personnel in these programs as yet, their potential needs must be recognized in long-range planning for recruitment and education programing and in manpower utilization research.

4. *Public Health Service*

A recently completed study of social workers in mental health establishments reveals that in 1963 there were approximately 7,500 persons so employed.[9] Projections to 1970 have estimated requirements at approximately 18,000.[10] It will be necessary, therefore, to more than double the number of social workers presently employed in mental health establishments to meet projected needs. Over 4,000 of these would be required for the new comprehensive community mental health centers being planned in most of the States.

There is a concurrent need for social workers in health and medical care programs in general and specialized hospitals and clinics which will increase markedly under the new medicare and similar legislation. Developments in outpatient and home care also will require increased social work services.

C. *Nature of Future Needs*

The estimates from agencies within the Department of Health, Education, and Welfare suggest a need in their programs alone of approximately 100,000 social workers with full education by 1970, a vast increase in the numbers of social workers with baccalaureate level education, and development of several categories of technical and ancillary personnel. The problem increases in geo-

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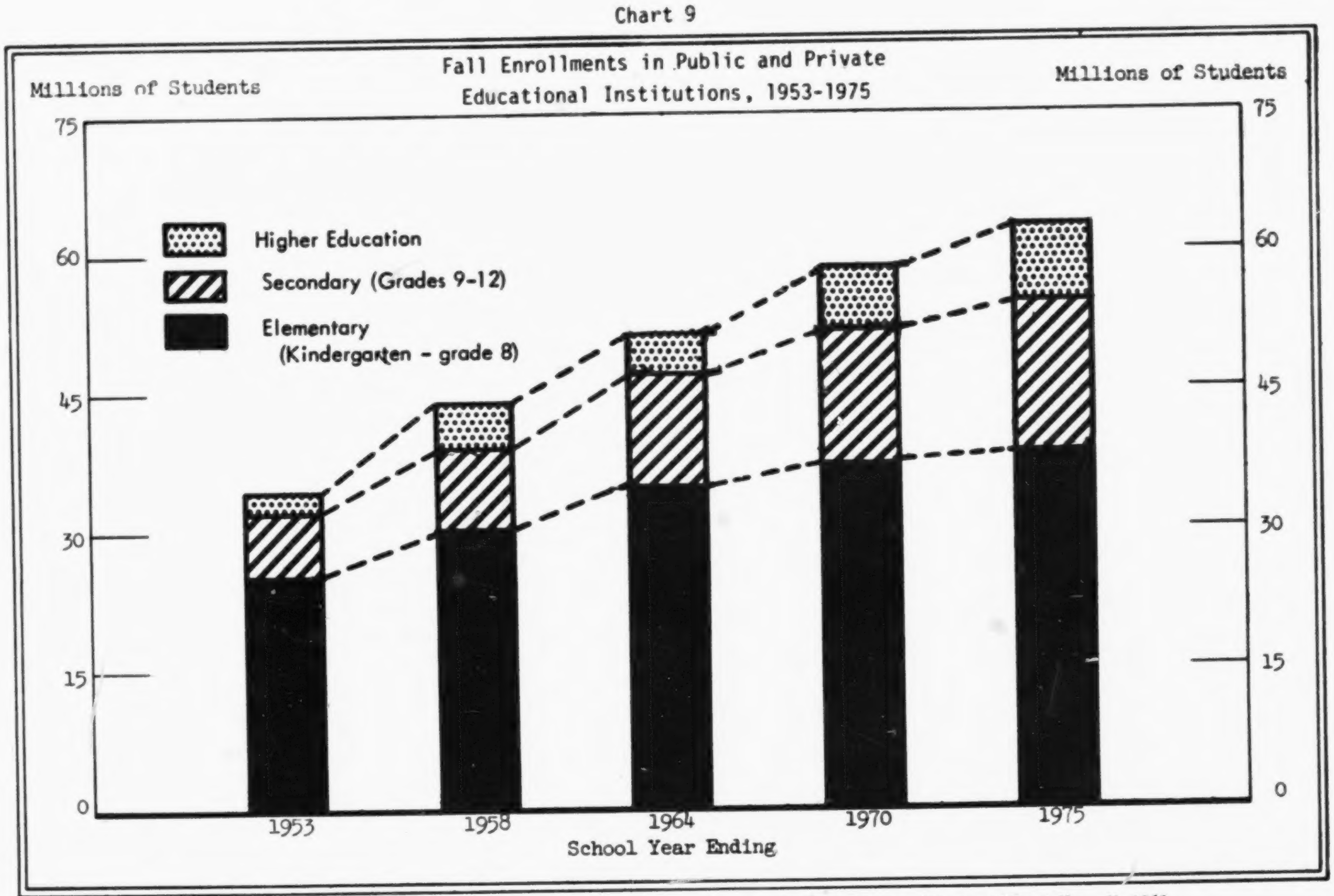
[8] Report of the Committee on Labor and Public Welfare of the U.S. Senate, "Elementary and Secondary Education Act of 1965," S. Rept. No. 146, 89th Cong., 1st sess., Apr. 6, 1965, p. 46.

[9] U.S. Department of Health, Education, and Welfare, Public Health Service, National Institute of Mental Health, "Mental Health Manpower," "Selected Characteristics of Social Workers," May 1965, No. 6, p. 1.

[10] U.S. Department of Health, Education, and Welfare, Public Health Service, National Institute of Mental Health, unpublished projection, 1964.

Chart 9



Fall Enrollments in Public and Private Educational Institutions, 1953-1975

Source: U.S. Department of Health, Education, and Welfare, *Health, Education, and Welfare Trends*, 1964. Part 1, "National Trends" p. ii, 1965.

metric proportion if to these totals are added the expanding needs for the same categories of personnel in the voluntary agencies, in programs of service to special groups such as the aged, the retarded, and the physically handicapped, and in the new programs to combat poverty, delinquency, and ignorance.

The problem is to recruit, educate, and take necessary steps to retain sufficient numbers of these persons with the qualities and competencies required for social work performance; and to define and classify the social welfare tasks so that the available manpower is properly utilized. There is need for long-range planning and massive support at the Federal level for recruitment and educational activities, and for extensive research and demonstration in relation to the utilization of manpower in social welfare including social workers, social welfare technicians, and a wide variety of ancillary service personnel.

PART TWO

Current Resources for Meeting Needs

CHAPTER IV. EDUCATION AND TRAINING OF SOCIAL WORK MANPOWER

Resources for the education and training of personnel are basic factors in assuring sufficient and qualified manpower in any field. For social work, educational preparation now takes place at three levels, and a fourth level of preparation for ancillary personnel in social welfare is under development. These are:

a. Advanced study leading to the doctoral degree, or to a certificate of advanced clinical study, in schools of social work.

b. Graduate study leading to the master of social work degree in schools of social work.

c. Undergraduate study leading to the baccalaureate degree in liberal arts colleges, followed by participation in an organized system of inservice training in a nonacademic setting, usually within the employing agency.

d. Technical training preparing personnel for a variety of technical and ancillary social welfare positions in health, education, recreation, community action and welfare agencies in the vocational high school or community college, in programs of adult education, and in special educational programs for youth and the retraining of unemployed adults.

A. *Doctoral Programs in Social Work*

The highest level of educational preparation for social work is found in the doctoral programs. Personnel with the degree of doctor of social work, or doctor of philosophy in social work, or with a certificate for advanced study, are being sought increasingly for positions as social work educators in professional schools; as directors of research programs and research centers; for positions in administration and the formulation of social policy; in social planning; and for advanced clinical practice.

In the academic year 1963–64, 15 graduate schools of social work [1] and 1 university with a program of advanced study in social welfare [2] offered programs in social work at the doctoral level. In 1964 a total of 42 advanced degrees were awarded, 38 by 13 of the schools of social work, and 4 by Brandeis University. In addition, five schools of social work and Brandeis University awarded certificates for completion of a program of advanced study beyond the master's degree. Thirty-one certificates for advanced study were awarded by schools of social work and three by Brandeis.

The first school of social work to grant a doctoral degree was Bryn Mawr College, and it awarded its first degree in 1920. Expansion of such programs proceeded at a very slow pace thereafter. By 1948, 5 schools awarded doctoral degrees; by 1957, 10 schools. By 1963–64, the number of schools awarding doctoral degrees or advanced certificates reached 16, including Brandeis University. Since 1932 a total of 362 doctoral degrees in social work and 361 certificates for advanced study have been awarded (chart 10).

A recent study [3] of the members of the National Association of Social Workers which represents only 25 percent of all social workers in the field, but does include practically all those with graduate degrees in social work, indicated that approximately 1.3 percent had a doctoral degree in social work, and a slightly higher proportion had a doctoral degree in a related area such as sociology, psychology, anthropology, or in public health or public administration; and an additional 2.7 percent had some advanced study beyond the master's degree.

The figures cited above indicate the limited body of qualified manpower available to meet the rapidly increasing demand for persons with doctoral degrees in social work. Rapid increase in the num-

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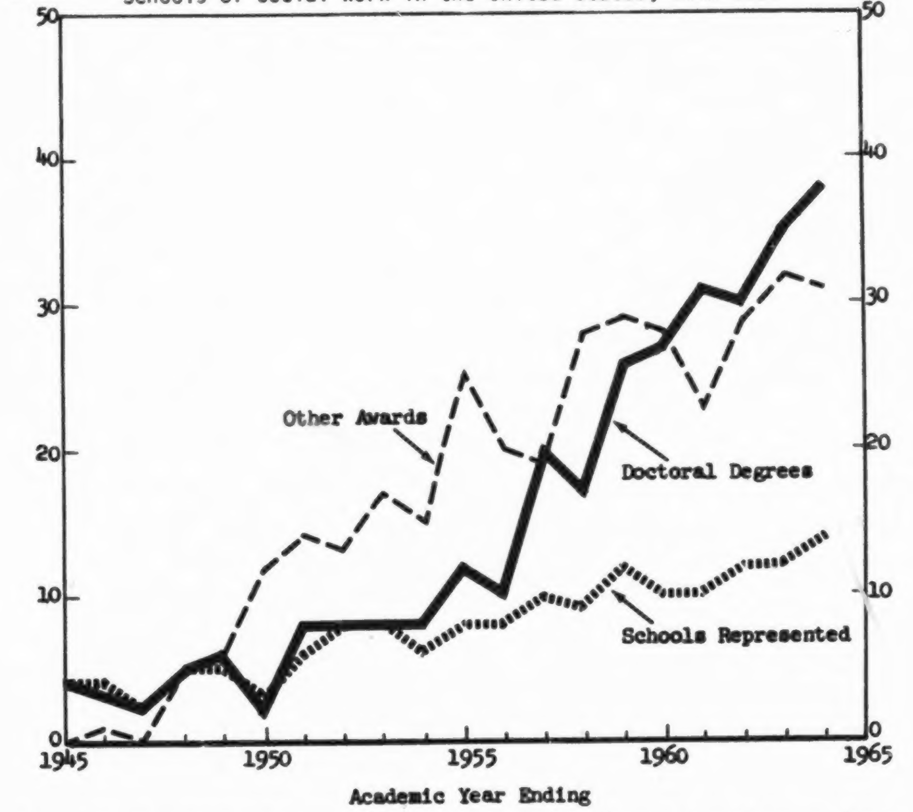
[1] Schools of social work offering education beyond the master's degree are: Bryn Mawr College, University of California (Berkeley), The Catholic University of America, University of Chicago, Columbia University, University of Michigan, University of Minnesota, Ohio State University, University of Pennsylvania, University of Pittsburgh, Smith College, University of Southern California, Tulane University, Washington University, and Western Reserve University.

[2] Florence Heller School of Advanced Studies in Social Welfare at Brandeis University.

[3] See NASW, "Annual Membership Statistics," op. cit.

Chart 10

Students Completing Post-Master's Programs in Schools of Social Work in the United States, 1945-1964



Source: Council on Social Work Education, *Statistics on Social Work Education*, Annual Reports, and Witte, Ernest F. et al., "Education for Social Work," in *Education for the Professions*, U.S. Department of Health, Education, and Welfare, Office of Education 1955.

ber of schools offering advanced curricula in social work, expansion in the size of the existing schools, recruitment of qualified social workers for advanced study and financial support of such personnel, are essential if the current demand is to be met.

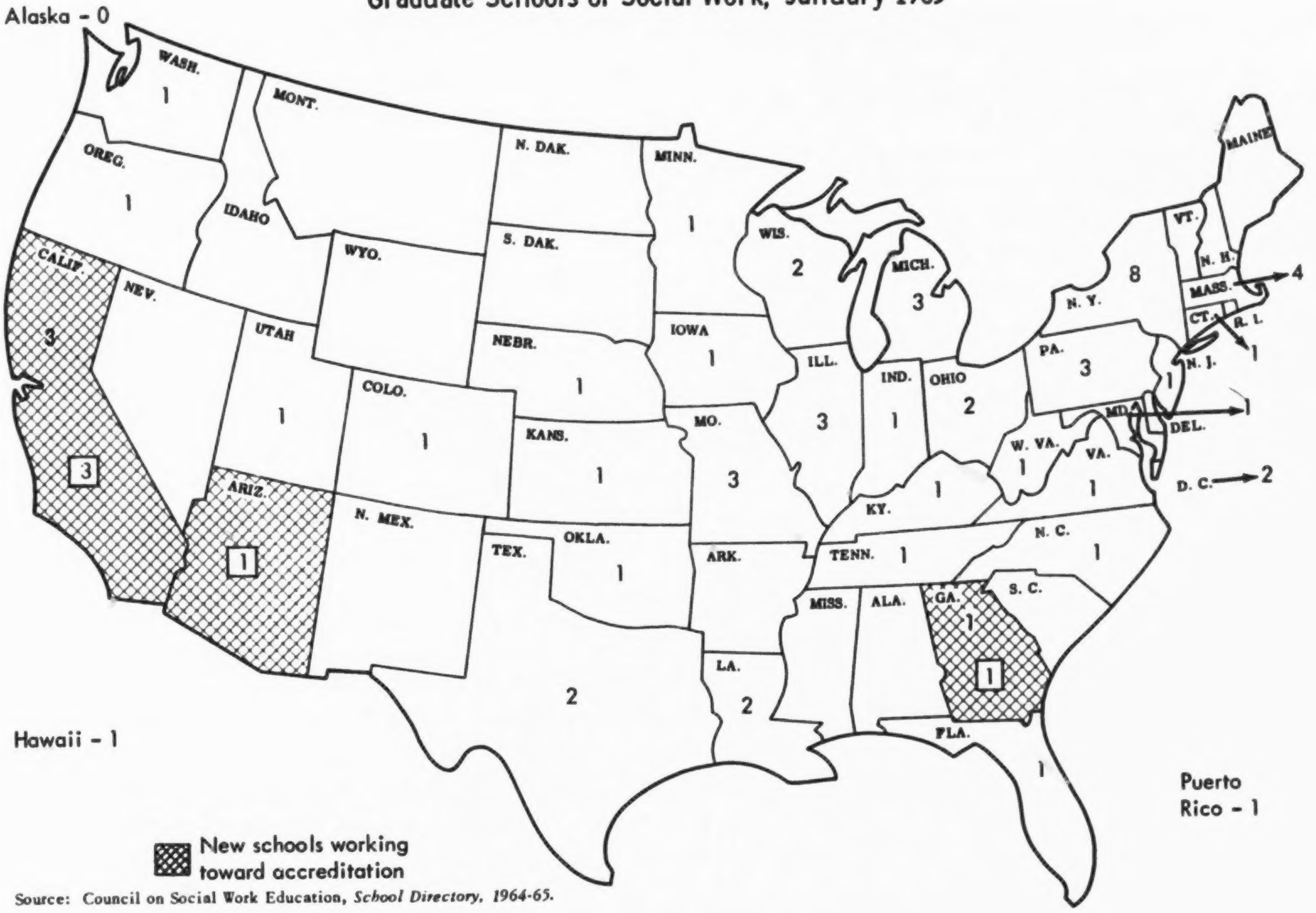
B. *Master's Programs in Social Work*

It is in the graduate school of social work, in programs leading to the master's degree in social work, that basic preparation for the professional practice of social work takes place. Historically, such education is a development within our present century, and began as apprenticeship training in private charitable organizations. It then moved on to schools organized and supported by such private organizations, and very rapidly thereafter into colleges and universities as the need for a scientific approach to the development of theory and practice was recognized. Because a solid educational base for practice was sought by social work from its very beginnings, personnel were recruited largely from among college graduates. Consequently, most of the schools of social work developed at the graduate level.

During the years of depression in the 1930's, when large numbers of personnel were needed for the rapidly emerging public welfare programs, undergraduate departments in universities, particularly those in State universities, undertook preparation of social work staff, and many of these departments have continued. However, for the professional practice of social work, education at the graduate level has continued to be the required base. It is generally a four-semester program requiring full-time attendance usually over a period of 2 academic years. At the present time, several schools are moving to a trisemester or quarterly system that shortens the span of time of required study without reducing the quantity or quality of education.

The Council on Social Work Education, an organization whose constituent members are schools of social work, undergraduate programs in social welfare, national social agencies, and the National Association of Social Workers, is the sole accrediting body for such schools, recognized by the Office

Map 3
Graduate Schools of Social Work, January 1965


Alaska - 0
WASH.
1
MONT.
OREG.
1
N. DAK.
MINN.
1
MAINE
IDAHO
S. DAK.
WIS.
2
VT.
CALIF.
3
NEV.
WYO.
MICH.
3
N. Y.
8
N. H.
MASS.
4
UTAH
IOWA
1
CT.
R. I.
1
NEBR.
1
PA.
3
N. J.
1
COLO.
ILL.
3
IND.
1
OHIO
2
1
MD.
1
KANS.
1
MO.
3
W. VA.
1
VA.
1
DEL.
3
D. C.
2
ARIZ.
1
N. MEX.
KY.
1
TEX.
OKLA.
1
ARK.
TENN.
1
N. C.
1
MISS.
ALA.
GA.
1
S. C.
1
LA.
2
2
Hawaii - 1
FLA.
1
Puerto Rico - 1
New schools working toward accreditation

Source: Council on Social Work Education, *School Directory, 1964-65.*

of Education and the National Accrediting Commission. Individuals may hold associate membership in the organization.

At the present time in the United States there are 59 colleges and universities (in 32 States, Puerto Rico and the District of Columbia), with graduate schools of social work accredited by the Council on Social Work Education. Five schools established recently are working toward accreditation. Thirty-five of the accredited schools are under public auspices and 24 under private auspices. The five new schools are all under public auspices in State universities.

The present regional and State distribution of schools is uneven (map 3). Over half the students attending schools of social work were enrolled in schools in 6 States; the remainder were spread over 26 States, Puerto Rico, and the District of Columbia. Eighteen States had no school of social work (chart 11).

As of November 1964[4] there were 7,196 students in the master's degree program, an increase of 12.4 percent over 1963 and an average annual increase of 10 percent over the past decade. The number of graduates in 1964 were 2,815 compared to 2,505 the previous year. The number of students receiving financial assistance increased from 6,082 in 1963 to 6,829 in 1964, representing 84.3 percent of all full-time students. The ratio of men to women among students enrolled in the master's degree program was approximately 40 to 60, a fairly stable proportion. The ages also were relatively stable: About 30 percent of the men students are under 25 at enrollment, and well over 50 percent of the women students.

Social work still tends to be a first choice in occupation for women but a second choice for men.

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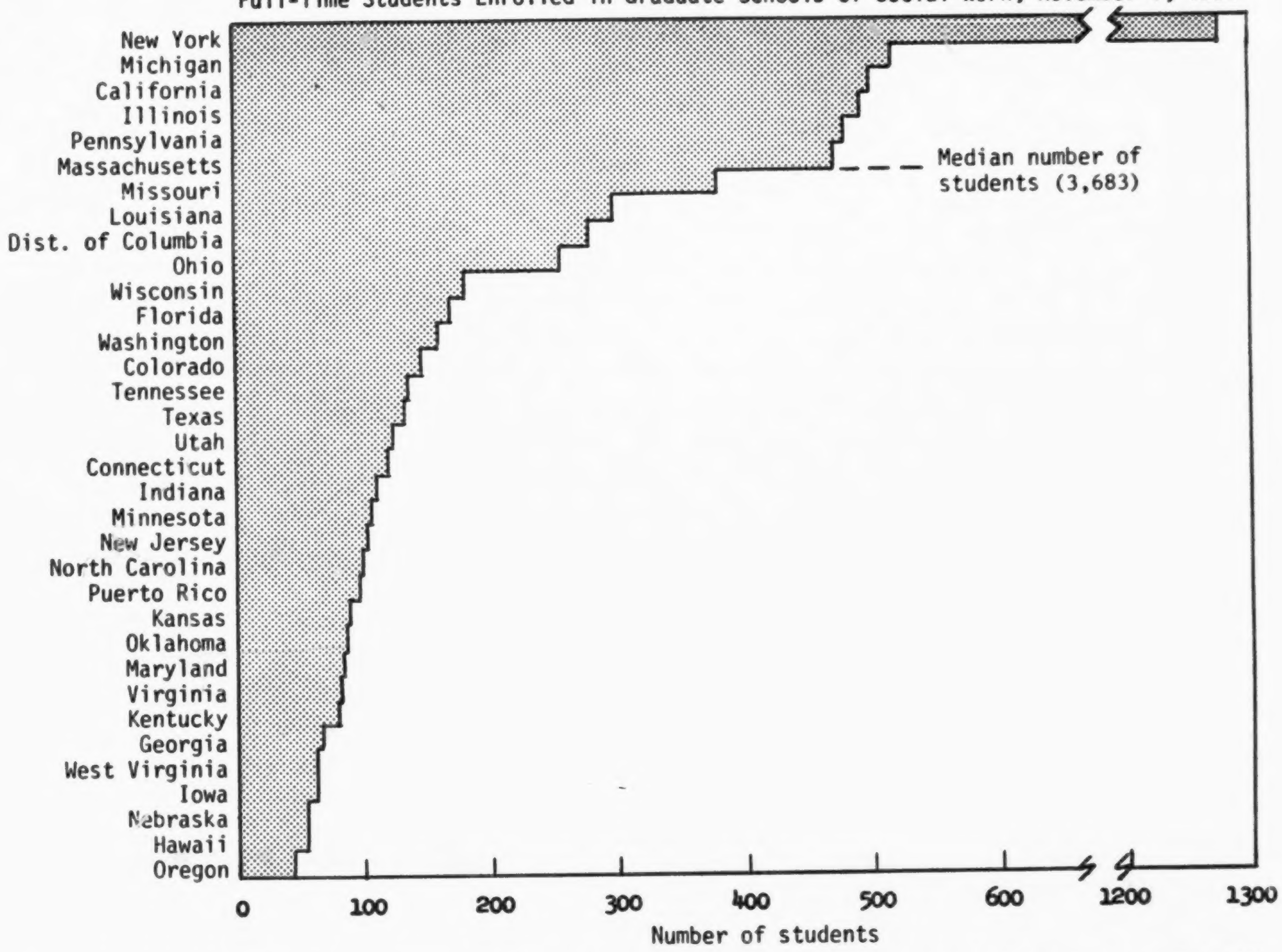
[4] Council on Social Work Education, "Statistics on Social Work Education, November 1, 1964, and Academic Year 1963–1964." New York.

Chart 11

Full-Time Students Enrolled in Graduate Schools of Social Work, November 1, 1964



Source: Data derived from Tables 3 and 4, *Statistics on Social Work Education*, November 1, 1964, Council on Social Work Education, New York, 1964

Graduate professional education for a large proportion of students follows several years of practice in social work. An analysis of the amount and source of scholarship aid shows that many of the students attend school as part of staff development programs in public and voluntary agencies.

The size of the student body in each of the schools ranges from about 50 to 410. Seventy-four percent of the schools have a student body of between 50 and 150; only five schools have 200 or more students.

Applicants for admission to schools of social work for the fall term in 1964 numbered 12,127, of whom 6,266 were accepted for admission. Of the number accepted, about two-thirds, 4,006, were actually enrolled as full-time first year students in September 1964.

The fact that only two-thirds of those who were found acceptable actually enrolled, indicates that most schools have reached the saturation point. Although some applicants do not enroll for personal reasons after being accepted, the major causes of the discrepancy between acceptability and enrollment are to be found in the limited capacity of schools, and in the lack of scholarship aid. Only a small proportion of applicants for admission to schools of social work, who are placed on waiting lists, are reached for admission as students.

There is a wide variation in the total numbers of initial enrollees among the schools. The range extends from 25 entering students in the smallest school to 207 in the largest. Fifteen schools accepted between 25 and 50 students; 27 schools between 50 and 75; 9 between 75 and 100; 4 between 100 and 125; 3 between 125 and 150; and only 1 accepted over 200 students. Although these figures reflect a steady increase in enrollment, the rate of growth is slow. A ranking of States in relation to the number of full-time students enrolled

Table 12.—Full-Time Students Enrolled in Graduate Schools of Social Work, Nov. 1, 1964

State	School	Total students
1. New York		1,285
	Columbia University	409
	Fordham University	220
	New York University	197
	Adelphi University	109
	Hunter College	104
	State University of New York at Buffalo	103
	Syracuse University	93
	Yeshiva University	50
2. Michigan		515
	University of Michigan	272
	Wayne State University	158
	Michigan State University	85
3. California		497
	University of California (Berkeley)	267
	University of Southern California	149
	University of California (Los Angeles)	81
4. Illinois		490
	University of Chicago	257
	University of Illinois	131
	Loyola University	102
5. Pennsylvania		477
	University of Pennsylvania	197
	University of Pittsburgh	190
	Bryn Mawr College	90
6. Massachusetts		469
	Smith College	132
	Boston College	125
	Simmons College	110
	Boston University	102
7. Missouri		378
	Washington University	141
	University of Missouri	125
	St. Louis University	112
8. Louisiana		296
	Tulane University	181
	Louisiana State University	115
9. Dist. of Columbia.		275
	Howard University	151
	Catholic University of America	124
10. Ohio		254
	Western Reserve University	153
	Ohio State University	101
11. Wisconsin		179
	University of Wisconsin (Milwaukee)	95
	University of Wisconsin (Madison)	84
12. Florida	Florida State University	167
13. Washington	University of Washington	157
14. Colorado	University of Denver	146
15. Tennessee	University of Tennessee	135
16. Texas		132
	Our Lady of the Lake College	66
	University of Texas	66
17. Utah	University of Utah	122
18. Connecticut	University of Connecticut	120
19. Indiana	Indiana University	109
20. Minnesota	University of Minnesota	106
21. New Jersey	Rutgers, The State University	105
22. North Carolina	University of North Carolina	100
23. Puerto Rico	University of Puerto Rico	98
24. Kansas	University of Kansas	88
25. Oklahoma	University of Oklahoma	85
26. Maryland	University of Maryland	83
27. Virginia	Richmond Professional Institute	81
28. Kentucky	University of Louisville	79
29. Georgia	Atlanta University	63
30. West Virginia	West Virginia University	61
31. Iowa	State University of Iowa	61
32. Nebraska	University of Nebraska	55
33. Hawaii	University of Hawaii	55
34. Oregon	Portland State College	43

Source: Same as for chart 10.

in schools of social work in each State in September 1964,[5] shows that only 6 States had an enrollment of more than 400 students each (table 12).

Chart 12 reflects growth in both full- and part-time enrollment over the years from 1935 through 1964. Chart 13 shows the parallel between the growth in faculty and the growth in student body over a portion of the same period, 1950–64, and highlights a most important aspect of education: That planning for increased student enrollment requires parallel planning for increase in faculty.

Chart 14 shows the development of scholarship support during the period from 1950 to 1964, and indicates that support from public sources has been increasing more rapidly than from private sources since the early 1950's.

A study (with no duplications) of applicants for admission and students entering schools of social work in 1961[6] showed that 52 percent of the

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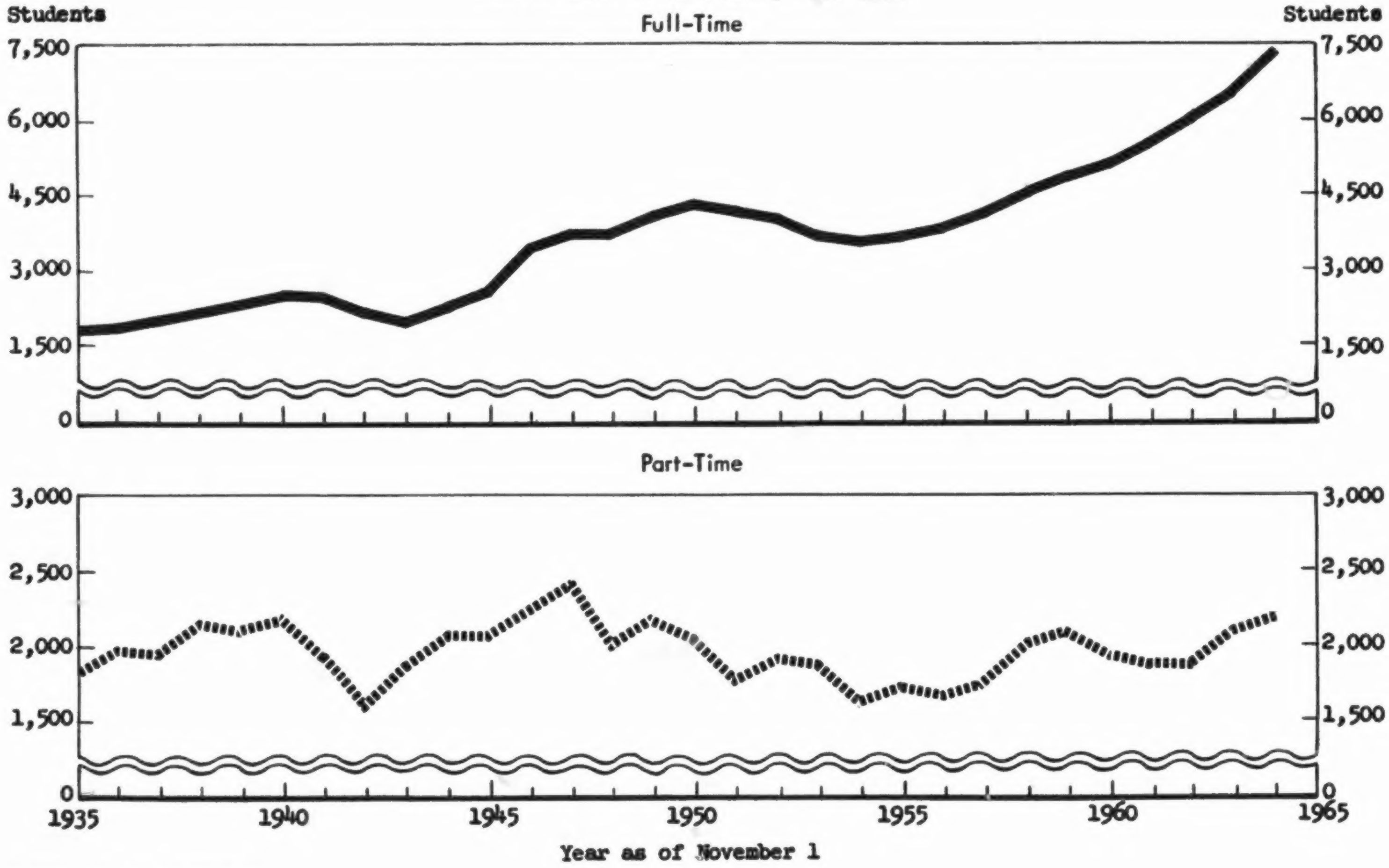
[5] Council on Social Work Education, op. cit.

[6] Berengarten, Sidney, "Admissions Prediction and Student Performance in Social Work Education, An Unduplicated Count Study of Applicants for Admission and Enrolled Students Entering Schools of Social Work Fall Term 1961/62," Council on Social Work Education, New York, 1964.

Chart 12
Social Work Enrollments, 1935-1964



Source: Same as for Chart 10.

persons applying came from 7 States. These 7 States contained 26 or almost half of the schools of social work and included 5 of the 7 schools that admitted 100 or more students in 1964. It would appear that where educational opportunities in the field of social work are available, students in a given State make use of them.

A questionnaire [7] to which all 59 schools replied in December 1964 indicated that 45 schools were filled to capacity and had turned away a total of 962 qualified applicants for the fall semester of 1964. Thirty-three of these schools indicated that they had also turned away over 500 qualified applicants in the fall of 1963. Fifty-seven of the 59 schools reported that they would expand enrollment in response to increased demand but lacked the funds to support the necessary growth. Fifty-four schools said they were ready for such expansion as soon as funds were available. Of the 54 schools, 26 lacked classroom facilities; 37, faculty office space; 22, library space, books, and personnel. Fifty-one of the 59 schools needed funds to support increased faculty; 41 needed increased financial aid for students. Faculty support was listed highest in priority, with physical plant expansion second. Application and enrollment trends, and the responses to this brief questionnaire combine to indicate that there is an expanding need and demand for social work education, which cannot be satisfied under the present circumstances.

There are three ways of approaching the necessary expansion: (1) To increase the capacity of the existing schools, (2) to establish additional schools, and (3) to develop new patterns and methods of education that will produce a larger body of trained graduates in the existing facilities. The problem is serious and can be met only if all three methods are used. All three require resources in money and manpower that are not now available.

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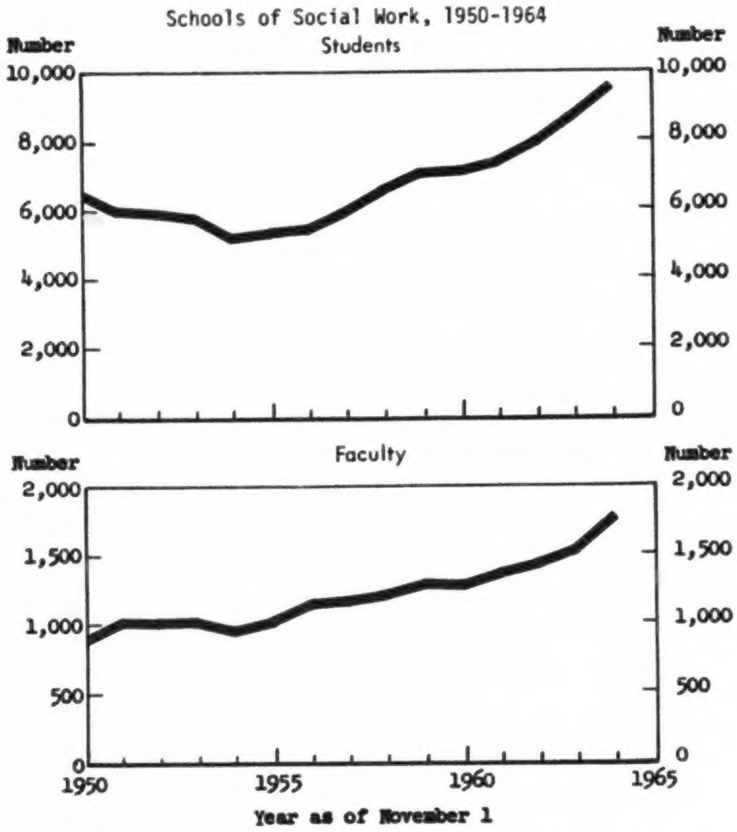
[7] Council on Social Work Education, "Summary of Replies to Questionnaire: Informal Survey on Present Capacity and Potential Expansion of Schools of Social Work." New York, 1964.

Chart 13
Schools of Social Work, 1950-1964



Source: Same as for Chart 10.

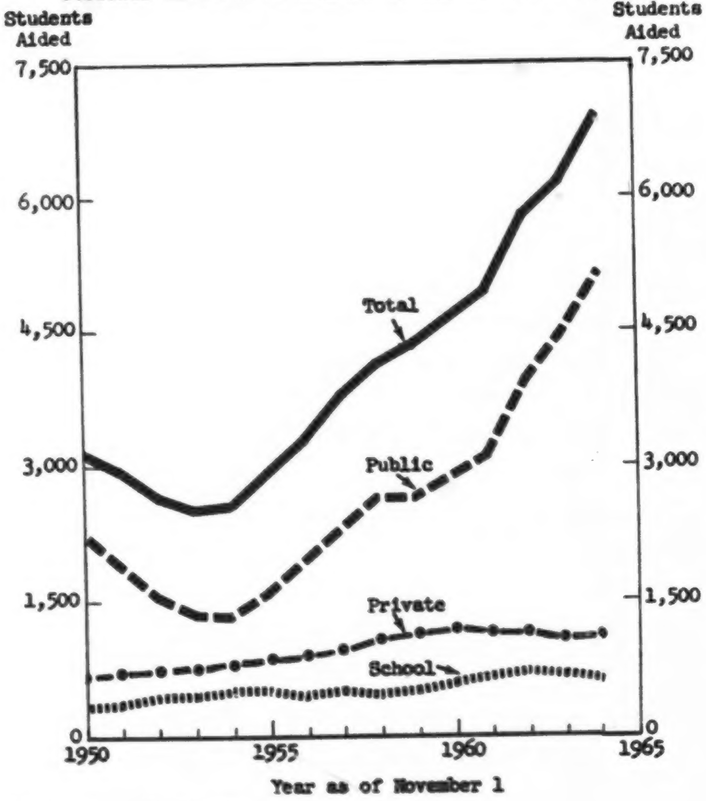
C. *Undergraduate Programs in Social Welfare*

Provision for students to begin preparation for a career in social work in the undergraduate colleges has had an uneven history, and is only now moving toward a stabilized position in the continuum of social work education. As mentioned earlier in this report, social work education first developed in nonacademic settings, and later became affiliated with universities generally at the graduate level. A few schools, established in the post-World War I period, began as undergraduate departments or as a combination of senior-year undergraduate and 1-year postgraduate study. These later became professional schools, some with membership in the first organization of social work schools, the American Association of Schools of Social Work.

During the early 1930's, with the tremendous spurt in the development of public welfare programs and the concomitant need for social work manpower, many colleges and universities, particularly State universities, developed curricula in social welfare at the undergraduate level to prepare people to move directly into practice. But in 1939 one professional organization, the American Association of Social Workers, established as an entrance requirement for its membership and as its standard for professional practice, 2 years of graduate education in a professional school. Beginning in 1952, only schools that were fully on the graduate level could attain or retain accreditation under the standards of the Council on Social Work Education, the successor to the American Association of Schools of Social Work.

During the decade that followed, the attention of educators and of the profession was focused on the identification and delineation of the professional practice of social work and on the development of an appropriate core of graduate level education to prepare for it. The current interest in development of undergraduate education follows from the effectiveness of this earlier work, and is focused on education to prepare both for graduate study and for direct entry into practice. It has been recognized that many social work tasks do not require the services of a graduate social worker and may be accomplished satisfactorily by staff prepared at the baccalaureate level. Colleges and universities are not meeting the need for this

Chart 14
Sources of Financial Grants Received by Full-Time Students in Graduate Schools of Social Work, 1950-1964



Source: Same as for Chart 10.

large group of personnel although the potential for recruitment is present.

A report of earned degrees conferred in the United States in 1963–64 shows a total number of 460,467 bachelor's degrees. Only 983 were identified with social welfare as a major field of concentration, less than one-fourth of 1 percent of the total.[8] It is estimated that at least 20 times as many graduates with baccalaureate degrees are needed to fill existing demand for such social work personnel.

Data from 131 of the 139 universities and colleges which are constituent members of the Council on Social Work Education indicate that of college graduates in June or August 1964 from these programs, approximately 800 students entered schools of social work directly, and over 1,300 students entered social welfare employment.[9] Including these 2,100 graduates, about 6,000 students, most of them juniors and seniors, were registered in social welfare courses in 125 of the institutions in 1964.

The significance of these estimated numbers of recruits to social work education and practice and the manner of recruitment bears underscoring.

That almost 800 entered professional schools by way of undergraduate social welfare preparation indicates the recruitment value in the undergraduate program. Furthermore, there is considerable evidence that students who majored in social welfare in college do well in schools of social work. According to the Berengarten study,[10] the performance of social welfare majors entering schools of social work in 1961 was ranked second highest by the faculties of the schools in which they were enrolled. English majors ranked slightly higher (1.7 percent). In coming years more detailed statistical information needs to be gathered on the success of social welfare students in professional schools. More information is needed also on the performance of social welfare majors from nonmember institutions as well as those from constituent members of the Council on Social Work Education.

It is equally significant that at least 1,300 graduates with undergraduate training in social welfare programs from 112 institutions are known to have entered employment in the social agencies directly on graduation. How many entered from other nonmember schools is not known. With thousands of newly recruited staff members needed annually in the social services, it is to be hoped that increasing numbers of them entering beginning jobs can take with them from their college education some orientation to social welfare.

It is anticipated that there will be 537,000 baccalaureate degrees conferred in 1965, and a steady upward trend annually, until by 1975 there will be a 51-percent increase in the number of graduates with baccalaureate degrees.[11] If the field of social work continues to require between 4 and 5 percent of these graduates either to enter directly into practice or to pursue professional education, steps need to be taken immediately to identify and formalize the sequence of courses within the liberal arts curriculum which will supply basic knowledge and preparation for either graduate professional education or inservice training for those entering practice.

The college years are generally the period of career choice, according to a recent study by the National Opinion Research Center of the University of Chicago which focused on occupational preferences among America's college class of 1961.[12]

The group studied was a large, random, unbiased cross section of the Nation's graduating class of that year. Of the 40,000 graduating students studied, 1,112 chose social work at graduation, roughly 2.5 percent. It is evident that many more college seniors showed a preference for social work as an occupation than had an opportunity to prepare for it through a defined curriculum. A followup of this same group 1 year and 2 years later showed that there were some losses, but these were more than compensated for by the number of recruits to the field who made their first choice following graduation.

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[8] U.S. Department of Health, Education, and Welfare, Office of Education, "Earned Degrees Conferred, 1963–64" (press release, Feb. 11, 1965).

[9] Council on Social Work Education, "Statistics on Undergraduate Social Welfare," "Social Work Education," New York. December 1964–January 1965, p. 4.

[10] Berengarten, op. cit.

[11] U.S. Department of Health, Education, and Welfare, Office of Education, "Earned Degrees by Field of Study and Level Projected to 1975," op. cit. p. 5.

[12] Gockel, Galen L., "Career Choices of Undergraduate and Graduate Students: The Case for Social Work," paper presented before Symposium on Manpower for Social Welfare: Goals for 1975, University of Chicago, Apr. 26, 1965.

The information developing from this study supports the hypothesis that college students will be attracted to career choices if good educational opportunities to prepare for such careers are offered at the college level. There are, of course, other factors entering into career choice which will be discussed in later sections of this report, but the availability of good, basic education and intellectual involvement at the undergraduate level is extremely significant in the recruitment of qualified personnel to the field of social work.

D. *Technical and Vocational Education*

A very recent development in the field of social welfare and in the practice of social work is the identification of tasks and the development of services that can be performed by staff with technical competence in one particular area. The sum total of such tasks and services would contribute more to the resolution of problems in relation to social functioning than could each task and service as a separate function. These include parts of the social work service itself that can be routinized, and ancillary services that supplement the social work services, as discussed in chapter II of this report, which would not necessarily require postelementary- or postsecondary-school education.

Education for these types of practice is only now in the stage of preliminary development and experimentation. They are being given impetus by the Vocational Education Act of 1963, the Manpower Development and Training Act of 1963, and the Economic Opportunity Act of 1964. Under the Economic Opportunity Act community action programs, 23,000 community organization aides (social welfare technicians) are being trained in various social welfare programs to work in communities under the supervision of a professional. The present goals are to train 50,000 such aides by the end of fiscal 1966.[13]

There is need to develop in the high schools and community colleges organized basic curricula to prepare students for permanent satsifying careers and immediate employment as social welfare technicians, and in ancillary services such as homemakers, child-care workers, as custodial staff in detention and treatment facilities in the field of correction, as aides to the aged, and community action aides.

Some financial support is available for this education through the Vocational Education Act of 1963. Experimental programs and pilot studies are needed to define job classifications, to identify and establish the personal qualifications necessary for these groups of staff, to delineate the appropriate body of knowledge and skills, and to restructure the professional tasks so that technical aides can be utilized effectively in extending the range and quality of the social welfare services currently provided almost exclusively by social workers.

E. *Inservice Training*

Well-developed and formalized inservice training programs of high quality in content and method, are another resource for meeting the need in social work manpower.

If personnel are to be recruited to practice directly from the colleges and utilized successfully as social workers in a range of tasks that are helpful to clients and professionally satisfying to the worker, extensive inservice training following employment is necessary.

For many years workers without professional training were used by social welfare agencies as stopgaps, and considered as such. As a result, this type of education has not been properly developed in most agencies for various reasons: Lack of recognition of training as a legitimate administrative cost, lack of training personnel available, insufficient funds, etc. A notable exception is the Social Security Administration, in the operation of its Old-Age, Survivors, and Disability Insurance Program. For certain of their personnel, who are responsible for direct service to people and who are recruited from the college graduate group, employment is immediately followed by full-time inservice training to provide the basic knowledge and skill which experience has establish as necessary for the job.

The Welfare Administration, since the passage of the 1962 amendments to the Social Security Act, has focused intensively on the development of adequate inservice training in State and local welfare departments. Progress has been steady and sustained, with gradual overcoming of problems resulting from the many jurisdictions involved, and the traditional nonacceptance of inservice training as a legitimate and ultimately economical expense of public administration.

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[13] Office of Economic Opportunity Report to the Task Force. Unpublished data, June 1965.

In 1963 the Council on Social Work Education[14] proposed the experimental development of postgraduate programs under university auspices that would prepare college graduates for this level of service but, because of lack of financial support and manpower to staff the programs, these have not developed.

Inservice training is used also for continuing staff development in the public and voluntary fields, and has enabled social work staff to maintain and to raise their level of competence, to incorporate new knowledge from the social and behavioral sciences, and to keep abreast of developments in theory and methods of social work practice.

The National Association of Social Workers also has been active in providing opportunities for the continuing education of its membership.

F. *Other Educational Programs*

One of the measures used to meet the situation has been the recruitment of women who married soon after completion of their college or graduate social work education and remained at home because of family responsibilities. Each year a proportion of these are ready and able to accept at least part-time work in agencies near their homes, if there are refresher courses available to them. Many of the women have developed or continued earlier involvement in social work purposes and programs through volunteer activities. Social welfare agencies and educational institutions need to provide training and work opportunities within a time schedule adjustable to the other personal and life demands of this rich source of competent and valuable manpower.

Some women's colleges have already begun such training and "back-to-school" movements for their graduates who have been away from their chosen fields because of family and other responsibilities. Here, again, new sources of financial support are needed to enable health, education, and welfare agencies to develop programs of education and training for this source of social work manpower. A few social agencies have been experimenting with programs of recruitment and education to attract and prepare older women for social work service, notably the National Board of the YWCA, which has training programs organized on a demonstration basis in five communities across the country.

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[14] Witte, Ernest, "Proceedings," Annual Program Meeting, Council on Social Work Education, Boston, Mass., 1963.

CHAPTER V. RESEARCH AND DEMONSTRATION IN EFFECTIVE UTILIZATION OF SOCIAL WORK MANPOWER

Comparison of social work manpower supply and demand points up need for expansion and development of programs of recruitment and education. It would be an error in judgment, however, to depend only on these actions to resolve the multifaceted manpower problem. Without concomitant and drastic overhauling of the social welfare structure, including systems of job classification and methods of administration and provision of services, the manpower gap will not be closed.

New ways must be found, first, to meet social and economic needs in programs of enhancement, prevention, and rehabilitation that do not depend so heavily upon individualized professional social work services. Projected needs for professional personnel could then be brought within attainable goals. Secondly, new methods of administration and provision of services must be devised to utilize social work ancillary and technical personnel as members of a team in order that the available social work manpower may be used to the greatest effect.

Implementation of the first approach was not considered to be within the purview of this Task Force and will not be developed further in this report. However, the Task Force commends it to the attention of appropriate groups. The second approach has been pursued by the Task Force as an area of exploration within the context of the original charge: Delineation of social work tasks on the basis of educational preparation required for their effective performance is a relatively new and still largely experimental development in social welfare, but there are several fields of practice and individual agencies that have taken action in relation to this problem.

A. *Developments in Systems of Job Classifications*

1. *Settlement houses and community centers* in services to groups utilize personnel with professional social work education, by design, largely in supervisory and administrative positions to plan and organize the programs. Group leaders work under the direction and tutelage of professional social workers but are, themselves, generally prepared through inservice training for their particular tasks. Direct service to groups by graduate social workers is on a selective basis, where necessary.

2. The *Bureau of Family Services* of the Department of Health, Education, and Welfare, in cooperation with the Division of State Merit Systems, is currently developing a proposal to State welfare departments designed to utilize social work personnel in local public welfare agencies more effectively in the discharge of their functions. In the past, failure to differentiate in work assignment between staff who have completed graduate social work education and those prepared through agency inservice training, has resulted in underuse of capabilities in some instances and overexpectation in others. The core of the proposal is the establishment of two classifications of social workers in local public welfare agencies: Social workers with a baccalaureate degree, in social welfare preferably, and with postbaccalaureate training provided by the agency within an organized system during the first year of employment; and social workers with a master's degree in social work from an accredited school.

Under this system the services of the social worker with the baccalaureate degree plus inservice training would be used to assist clients in need of environmental services of a preventive or rehabilitative nature, and to help clients meet their needs and maintain or achieve improvement in their personal and social situations. The graduate social worker's services would center around services to individuals and families with personal and emotional problems, and would be designed to enable clients to overcome internal and external obstacles to the end of improved personal and social adjustment. Both classifications would provide the staff member with opportunity for advancement.

The Bureau of Family Services also is developing job descriptions for public welfare personnel with less than college education to cover staff providing direct services of a limited and carefully delineated nature, and performing specific administrative functions. This staff would be supplementary to, and in every instance work with, a social worker responsible for the family or group in question.

3. The *Children's Bureau* has developed a "Guide for Class Specifications for Positions in State and Local Child Welfare Programs" which calls for the social worker with a master's degree in social work, and a child welfare assistant with college level education. Child welfare agencies are also seeking to classify a wide variety of ancillary personnel in child care, such as homemakers, day-care aides, counselors, and group or house parents.

4. The *Veterans Administration* since 1951 has required a master's degree in social work for all social work personnel. Recently, however, it moved to create a new classification—social work assistant—which is based upon the baccalaureate level of education and inservice training. This is similar to the classification which the Bureau of Family Services and the Division of State Merit Systems have incorporated into their job classification proposal to the State public welfare departments.

5. The *Department of the Army* provides the most outstanding example in the use of social welfare technicians without specific educational requirements. These technicians, called social work specialists, are selected through a rigid screening process, and are given 16 weeks of inservice training prior to their assignment—8 weeks in an academic setting and 8 weeks on-the-job training. They work under the immediate supervision of a professional and on assignments within the scope of their competence. Currently in social service in Army installations there are 300 social work specialists and 150 professionally trained personnel.

B. *Research in Utilization and Deployment of Social Work Personnel*

One of the problems facing agencies in the differential classification of social work personnel based on functions performed and educational preparation required is the lack of generally accepted and tested criteria for making such distinctions. David French in "Needed Research on Social Work Manpower," [1] outlines a wide range of issues and problems in this aspect of the manpower dilemma, and draws blueprints for more detailed study of the social work labor force.

A survey of research and demonstration projects now underway on the utilization of social work manpower reveals a group of significant studies:

1. The *National Association of Social Workers* is engaged in a study on "The Utilization of Social Work Personnel in Mental Hospitals and Aftercare Services." [2] The major question being examined is: Can the social work functions in mental hospitals be so differentiated that they can be assigned to persons with different levels of educational preparation?

This study followed an earlier one on "Utilization of Personnel in Social Work: Those With Full Professional Education and Those Without." [3] The earlier study undertook to develop guidelines to ensure that social workers with professional education were utilized in appropriate tasks; that social workers prepared through inservice training were assigned responsibilities commensurate with their skills; and that community planners and agency executives could structure program and recruit personnel with these levels of practice in mind.

The initial phase of the present study included a survey of existing information on utilization of social work personnel. The data derived indicate a lack of common usage and terminology, which tends to obscure the nature of specific practices. In general, however, it appears that there are wide variations in the use of personnel with different levels of educational preparation. In some instances social work personnel with baccalaureate level education and inservice training are used to carry full responsibility for social work services to patients in mental hospitals and their relatives. There is no indication that such personnel are used in the role of assistants to professional social workers who have responsibility for such services; nor that they perform certain specified tasks in that capacity.

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[1] French, David G., "Needed Research on Social Work Manpower," U.S. Department of Health, Education, and Welfare, Welfare Administration, Bureau of Family Services, Washington, D.C., 1964.

[2] National Association of Social Workers, Inc., "Utilization of Social Work Personnel in Mental Hospitals Project." Unpublished Progress Report. May 18, 1965.

[3] National Association of Social Workers, Inc., "Utilization of Personnel in Social Work: Those With Full Professional Education and Those Without." New York, February 1962.

A further phase of the study includes a questionnaire to secure data on the differential utilization of social work personnel in mental hospitals and aftercare services. Initial responses to the questionnaire provided tentative findings which are of significance. For example, as recently as 1953–54 when studies were made by Berkman[4] and Knee,[5] obtaining the social history of a client was considered one of the special functions of the professional social worker. However, responses from 17 States thus far indicate that 3 States use social workers with graduate education for this task; 5 use social workers with baccalaureate level of education and inservice training; and 9 use both. Of the latter 9 States, the social workers with the baccalaureate level of education generally spends a much greater proportion of his time on this task than does the graduate social worker.

The 17 States, in responding to a question on staffing of aftercare services, indicated that 3 States used persons with a master of social work degree exclusively for such services; 5 used workers with the baccalaureate level of education and inservice training; and 2 used both. Seven States did not report on this item.

One of the issues on utilization of manpower in mental hospitals and aftercare services, which this study hopes to clarify, is whether persons with less than a master's degree in social work are being employed as stopgaps because of manpower shortages, or because there is a distinct volume of services that can properly be performed by persons with a lesser level of educational preparation.

If it is found that there is need of the two classifications of social work personnel in this field, then the study will attempt to define the criteria to be used in assigning responsibilities. The question posed is whether the unit of differentiation is based on the situation of the person receiving help, or on the task to be performed.

2. The *Catholic Social Services of Wayne County, Mich.*, have underway a research project on "Foster Family Care: A Differential Role Approach" which is described in their report to the Task Force as follows.[6]

> The purpose is to improve service to children in foster family care, their families, and their foster families. In the face of chronic shortages of professional personnel to deliver these services, ways are being sought in which the contribution of available staff can be maximized. The research is in the process of identifying tasks and clusters of tasks that require action by the service unit, with the hope that those tasks that require professional intervention, those that can be delegated to the college and staff trained worker, and those that can be handled by the secretary can be isolated. To this end experimenting with different staffing patterns and ways of delivering these services is under way.

3. *Columbia University School of Social Work, in conjunction with the New York City Department of Welfare*, is conducting a large-scale project on differential methods of administration of the public welfare program to ensure better utilization of manpower and improvement in services.[7] The focus of this project is on modifications in task assignments, particularly on the separation of clerical-administrative and professional-service functions.

4. *The University of Chicago, in conjunction with the Cook County Department of Public Welfare*, is engaged in research aimed at the development of criteria to guide task assignments in

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[4] Berkman, Tessie D., "Practice of Social Workers in Psychiatric Hospitals and Clinics," American Association of Psychiatric Social Workers, Inc., New York, 1953.

[5] Knee, Ruth I., "Better Social Services for Mentally Ill Patients," American Association of Psychiatric Social Workers, Inc., New York, 1955.

[6] Catholic Social Services of Wayne County, "Foster Family Care: A Differential Role Approach." Detroit, Mich. Unpublished data, 1965.

[7] Finestone, Samuel, "Background Memorandum: Differential Utilization of Casework Staff in Public Welfare," "Identification and Reallocation of Clerical Components in Administrative Assistant Function." Unpublished preconference papers, NASW Conference on Experimentation in the Differential Use of Personnel in Public Welfare, Chicago, Ill., June 1964.

social work services according to levels of education and responsibility.[8]

In this project the approach is through the "team" concept. Social workers with inservice preparation and those with professional education share services in each case situation, depending on the complexity of the problem and the service to be rendered. Data will be available from this study early in 1967, and should prove of value not only in public welfare but in the whole field of social work..

5. The *Veterans Administration* recently completed a study project on utilization of staff, which led to the development of two levels of social work personnel discussed above in section A. As a result of the research, the Veterans Administration will continue use of social workers with graduate education to carry primary responsibility in every case for treatment of the social situation, but will use social workers with baccalaureate level education for provision of specific services within the general treatment plan. The ratio is planned ultimately to be 1:4—one social work assistant for each four professional social workers.

Other examples of research and demonstration in utilization of social work personnel could be cited. These few, chosen because they are typical, indicate what is being done in the field of social work to meet the manpower crisis, and show the readiness of the field to make use of the experimental approach in solving the problem of social work manpower.

C. *Other Research Problems*

There is need for much broader research in the utilization of social work manpower. However, there is a marked shortage of manpower even to undertake such studies. Membership in the Social Work Research Council of the National Association of Social Workers is about 1,000, approximately 2 percent of the total of 42,000 NASW members.

A little progress is being made in increasing the number of doctoral programs in social work research, but the number of students is still very small, as discussed in chapter IV of this report. The several agencies in the Department of Health, Education, and Welfare, are supporting expansion of research through special grants; the Welfare Administration is supporting development of research divisions and program activities in State and local public welfare departments.

In addition to the need for increased research in career patterns and proper utilization of personnel in social work, and for the study of the selection, placement, and retention of personnel, research and demonstration are needed on the possible contribution to be made by part-time manpower, and on the role of volunteers in a wide variety of service and community activities.

Most, if not all, of the ongoing projects which have come to the attention of the Task Force are supported by Federal funds, through the Welfare Administration or its constituent agencies, the Public Health Service and its agencies, the Vocational Rehabilitation Administration, the Social Security Administration, the Office of Economic Opportunity, etc. Few voluntary agencies or public agencies at the State and local level have resources in staff or money to undertake research and experimentation, their basic support being generally limited to provision of services. The necessary research, demonstration, and innovation which agencies are willing to undertake, can be financed only if new sources of support are developed.

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[8] Schwartz, Edward E., "Plan for Research Project on Organization and Utilization of Public Assistance Personnel," February 1962. Unpublished paper, NASW Conference, June 1964 (see footnote 7). See also, "Strategies for Research in Public Welfare Administration: The Field Experiment," Paper presented at NASW Symposium Conference, Atlantic City, May 1965.

CHAPTER VI. SOURCES OF SUPPORT FOR SOCIAL WORK EDUCATION AND MANPOWER RESEARCH AND DEVELOPMENT

The Task Force examined and evaluated the nature and scope of support of social work education and manpower development in relation to the need. It found that much is being done now through national, State, and local private and tax-supported programs in an attempt to meet the demand for social work manpower and to provide educational opportunities for persons preparing for practice, administration, and research in social work. These are summarized below.

A. *Colleges and Universities*

Colleges and universities, both public and private, make a substantial contribution to the cost of operating the social work schools and departments, and a portion of students in these schools pay for all or part of their education through personal or family resources or private loan funds. With constantly increasing costs of education, colleges and universities need help to continue existing programs, expand into new areas, and develop facilities for social work education where none now exist.

An informal survey made in 1959 and brought up-to-date in 1961,[1] the results of which have served the Council on Social Work Education as a guide in consultation, estimated that the cost per academic year for the operation of a school of social work was not less than $2,500 per student at that time. On the basis of the rise in cost of education generally, it is likely that the annual cost has now risen to not less than $3,000 per student. It was also estimated in 1961 that the cost of establishing a school of social work and operating it through the first year with an enrollment of 40 students would be not less than $100,000. These figures do not include the substantial cost of instruction of students in the practice of social work which is an essential component of professional education and which takes place in and is largely supported by the social agencies in the community. Increasingly, also, students at the doctoral, master's, and undergraduate levels need scholarship aid to pursue their educational goals.

B. *Department of Health, Education, and Welfare*

As noted earlier in the report, governmental programs are large consumers of social work manpower. More than 20 agencies of the Federal Government administer programs which are of a social welfare nature. In addition, State and local organizations, agencies, school systems, hospitals, and institutions which administer Federal grants-in-aid draw heavily upon the social work manpower supply. This has led more and more government agencies to seek authority and funds to support educational preparation for social work personnel for these positions. For the purposes of this report, the Task Force concerned itself with the sources of Federal support for programs primarily of the Department of Health, Education, and Welfare which utilize social work personnel (table 13).

1. *Public Assistance*

One of the first actions of the Social Security Board following its establishment in 1935 was to authorize Federal participation in expenditures by public assistance agencies throughout the country for the training of social welfare personnel. The use of Federal matching funds for graduate education by public assistance agencies was greatly expanded following the 1962 amendments to the Social Security Act. Under this program, States have the option to use funds to the extent they consider necessary and feasible, with the result that there has been wide variation in usage among the States.

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[1] Council on Social Work Education, New York. Unpublished Guide, 1961.

Table 13.—Support by the Department of Health, Education, and Welfare, for Social Work Training, Fiscal Years 1963 and 1964, With Projection of Anticipated Supply in 1965 and 1966

	1963	1964	1965	1966
DHEW—Total				
No. of "Traineeships" (excludes employees on educational leave)	1,599	2,122	2,397	2,609
Amount (thousands)	10,941	15,080	18,643	22,199
Vocational Rehabilitation Administration				
Total amount (000's)	1,095	[1] 1,647	[1] 2,066	[1] 2,464
Traineeships	255	302	389	503
Amount (thousands)	495	816	1,061	1,448
Teaching grants	39	53	57	59
Amount (thousands)	600	831	1,005	1,016
Public Health Service [2]				
Total amount (000's)	7,554	9,322	9,322	9,322
Trainees	1,300	1,555	1,555	1,555
Amount (thousands)	7,483	9,173	9,173	9,173
Fellowships	9	17	17	17
Amount (thousands)	71	149	149	149
Welfare Administration				
Children's Bureau—Child Welfare:				
Total amount (000's)	195	[3] 1,677	3,215	4,561
Traineeships	44	288	511	673
Amount (thousands)	130	916	1,669	2,255
Teaching grants	6	58	107	148
Amount (thousands)	65	761	1,546	2,306
State or local employees on educational leave	914	1,069	1,251	1,464
Amount (thousands)	2,410	3,038	3,828	4,823
Public Assistance Grants:				
State or local employees on educational leave	1,038	1,415	1,984	2,478
Amount (thousands)	2,097	2,599	4,510	6,506

[1] Includes grants to schools of social work for training in field of mental retardation.

[2] Most support for social work training is concentrated at the National Institutes of Health. Training grants are made to institutions, which award stipends to trainees.

[3] In 1964, some 275 traineeships for master's degree programs were granted to 54 schools of social work; 12 traineeships for 3d year and doctoral programs were granted to 10 schools.

Source: U.S. Department of Health, Education, and Welfare; Office of the Secretary, Division of the Budget; June 1965. (Unpublished data.)

The number of State and local public assistance employees on full-time educational leave ranged in fiscal year 1964 from 148 in 1 State, to none in 12 States and 2 territories. From 1960 to 1964, 4 States remained in the top 10 in number of employees on full-time educational leave: California, Illinois, New York, and Pennsylvania. Four States had no employees on full-time educational leave during the same years: Idaho, Indiana, Nevada, and Wyoming. Three additional States had a total of less than 5 on educational leave.

Despite these State differences, which may be due to a variety of factors including the size of the total staff and the availability of temporary replacements, during fiscal year 1964, employees numbering nearly 800 attended schools of social work as full-time students and more than 600 attended as part-time students. The estimate of educational expenditure of Federal matching funds for fiscal year 1965 exceeds $4.3 million. This will support nearly a thousand each of full-time and part-time students. Projections to 1975 of the number of public assistance employees on full-time graduate educational leave, and the expenditures by the Federal Government and the combined Federal and State Governments are given in table 14.

Although the Bureau of Family Services reported progress in many phases of public assistance training activities, there are no immediate prospects of direct training grants to schools. Such grants would strengthen efforts to increase the social work manpower supply. Although Congress, as early as 1957, authorized grant funds for students preparing for work in public assistance, with 80 percent of the funds to come from Federal sources, the funds authorized were never appropriated. The Public Welfare Amendments of 1962

Table 14.—Current and Projected Graduate Social Work Study: Students and Financial Support From Public Assistance Funds, 1964–75

Fiscal year	Total full-time students				Cost met from public assistance funds [1] (in thousands)	
	Number		Increase			
	In school	Graduating	In school	Graduating	Total	Federal funds [2]
1964	786	386	----------	----------	$2,599	$1,845
1965	1,000	400	214	----------	4,590	3,380
1966	1,450	600	450	200	6,610	4,830
1967	2,000	850	550	250	7,600	5,700
1968	2,700	1,150	700	300	10,320	7,740
1969	3,600	1,550	900	400	13,960	10,470
1970	4,700	2,050	1,100	500	18,320	13,740
1971	6,000	2,650	1,300	600	23,600	17,700
1972	7,600	3,350	1,600	700	29,960	22,470
1973	9,600	4,250	2,000	900	37,960	28,470
1974	12,100	5,350	2,500	1,100	47,760	35,820
1975	15,000	6,750	2,900	1,400	59,000	44,250

[1] Data for 1964–66 as reported by States.

[2] For fiscal years 1967–75, assumes all States will be providing the minimum services specified by the Secretary of Health, Education, and Welfare, and therefore total expenditures will be subject to 75 percent Federal financial participation.

Source: Same as for table 6.

removed the 80-percent limitation and authorized annual appropriations for training grant funds of $5 million beginning in fiscal year 1964, with no requirement for State and local matching. However, funds have not yet been appropriated under this authority.

2. *Child Welfare and Health*

A high priority has been placed on improving the quality of staff employed in child welfare services. A new guide for class specifications for child welfare positions[2] sets as a standard the master's degree in social work as a minimum educational qualification, except for the position of child welfare assistant, which has a minimum qualification of a baccalaureate degree and some experience in working with people in the field of social welfare.

Since the passage of the Social Security Act in 1935, when funds for child welfare services first became available, the Children's Bureau has recognized the importance of graduate professional education in social work for child welfare staff. Accordingly, States have been encouraged to use Federal child welfare services funds for training of staff through educational leave programs. During fiscal year 1964, 1,069 employees in State and local child welfare services were granted full-time educational leave, an increase of 17 percent over 1963.[3]

The 1962 amendments to the Social Security Act contained new authority for grants to public or other nonprofit institutions of higher learning for training personnel in the field of child welfare. In 1964 child welfare training grants provided 53 new field instruction units and 5 other teaching faculty in 30 States, the District of Columbia, and Puerto Rico. The training grants created fieldwork opportunities for approximately 275 students. The grants also provided 276 master's degree traineeships and 12 doctoral traineeships for the academic year 1964–65. The appropriation of $3.6 million for the child welfare training grant program in fiscal year 1965—about twice the limited amount available for fiscal year 1964—will permit some needed expansion in this area.

Table 15.—Current and Projected Number of Persons Granted Educational Leave From State and Local Child Welfare Programs, 1964–70

Fiscal year	Persons on educational leave in schools of social work				Cost (in thousands)	
	Total	Completing 2 years of graduate study	Increase		Total	Federal funds
			Total	Completing 2 years of graduate study		
1964	1,069	418	------	------	$3,038	$2,590
1965	1,251	488	182	70	3,828	3,296
1966	1,464	571	213	83	4,823	4,148
1967	1,713	668	249	97	6,077	5,226
1968	2,004	782	291	114	7,657	6,585
1969	2,345	915	341	133	9,648	8,297
1970	2,744	1,070	399	155	12,156	10,454

Source: Same as for table 7.

The Children's Bureau also encourages State agencies administering the maternal and child health program and the services for crippled children to use grant-in-aid funds for the training of social workers. Special project funds are available to support faculty positions and stipends for master's degree candidates in graduate schools of social work. Projects of this kind are currently supported in six schools of social work across the country. Social work faculty positions have also been established and supported in five schools of public health. Two universities sponsor projects involving faculty in joint teaching projects in the schools of social work and public health. Stipends are provided for social workers interested in maternal and child health at both master's and doctoral levels in schools of public health (table 15).

More than 70 graduate students in social work are receiving field instruction in maternal and child health and in crippled children programs, as well as in projects where supervision is provided by trained social work staff paid from these funds.

3. *Juvenile Delinquency*

The Juvenile Delinquency and Youth Offenses Control Act of 1961 provided authority and funds for the short-term training of personnel needed to staff community programs designed to prevent and control delinquency. About one-third of the grant money available through this program ($2 million in fiscal year 1964) has been invested in training and curriculum development projects. Funds administered by the Office of Juvenile Delinquency and Youth Development of the Welfare Administration have gone to several universities and to the Council on Social Work Education for support of social work training in the prevention and treatment of delinquency. Such training contributes to the preparation of persons for direct rehabilitative service to offenders, and for programs in community action leadership roles directed toward eliminating the causes of delinquency. By the end of 1964 more than 12,000 trainees—many of them employed in social work positions—had received some training through this program.[4]

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[2] U.S. Department of Health, Education, and Welfare, Children's Bureau, "Guide for Class Specifications for Positions in State and Local Public Child Welfare Programs," 1963.

[3] U.S. Department of Health, Education, and Welfare, Children's Bureau. Unpublished data, 1965.

4. *Public Health Service*

One of the early efforts by the Public Health Service in social work training resulted from the 1964 National Mental Health Act, which inaugurated large-scale teaching and training support for educational institutions. Prior to that act, in 1947–48 for example, such support amounted to $200,000, awarded to 10 graduate social work training programs at the second and third year levels. Since that time social work training supported by the National Institute of Mental Health has increased, until at present, as a result of the 1964 legislation, $9 million is committed for fiscal year 1965, covering all fields of practice and social work methods, and providing support for more than 1,600 social work students. Of these, 168 receive support for advanced education in third year and doctoral programs, and in clinical training. Plans for fiscal year 1966 call for 1,800 mental health fellowships and traineeships for social work students.

In the mental health project grants program, which provides support for program studies and demonstrations, social workers were the principal investigators. In fiscal year 1963, 54 projects totaling $3.4 million were supported. A total of $311,000 in project grants went to graduate schools of social work where they provided opportunities for research for faculty and students. Mental health grants have also helped finance projects in recruitment, inservice training, and utilization of social work manpower.

The expansion of governmental programs in 1963 to study and combat mental retardation as an aspect of mental health has given impetus to training of personnel—including social workers—for work in all phases of this effort. An estimated $18.9 million went into training activities for all the occupations in this field in fiscal year 1964. The amount estimated for fiscal year 1965 is in excess of $25 million, with some portion to be invested in the education of social workers.

The Bureau of State Services of the Public Health Service has provided some support for advanced training of social workers for work in public health. The Training Resources Branch in the Division of Community Health Services, in the course of its administration of the program providing advanced training for all types of health personnel including social workers, to better prepare them for work in public health, has encouraged universities which have both a school of social work and a school of public health on the same campus to develop a joint program of advanced study. In three such universities, approximately 27 social workers availed themselves of traineeships under these programs in 1964. Social work students have enrolled in every school of public health in the country, and have obtained either master's degrees or doctorates in public health.

The Division of Chronic Diseases in the Bureau of State Services, in five of its programs under a budget of $100,000 for fiscal year 1965, has developed several educational programs for social workers. The *Heart Disease Control Program*, operating through contracts with several schools of social work, has organized institutes for welfare department personnel. The *Nursing Homes and Related Facilities Program* has financed institutes for social workers in policymaking positions to enlist their support in providing social services to resident patients. The *Neurological and Sensory Disease Service Program* has awarded long-term grants to five schools of social work to support faculty positions for curriculum enrichment, expansion of instruction in the social aspects of neurological and sensory disorders, and workshops on multidisciplinary practice. The *Gerontology Program* has sponsored several curriculum development projects in social work. The *Mental Retardation Program* has developed field opportunities in social work in two schools.

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[4] U.S. Department of Health, Education, and Welfare, Welfare Administration, Office of Juvenile Delinquency and Youth Development, "Summary of Training Projects, Juvenile Delinquency and Youth Offenses Control Act," 1965, 167 pp. Also "Functional Categories of Training Projects, Juvenile Delinquency and Youth Offenses Control Act," 1965. 179 pp.

5. *Vocational Rehabilitation*

The Vocational Rehabilitation Administration recognizes the importance of the social work component in the team of professionals providing services in rehabilitation of handicapped persons. It also recognizes that most social agencies have among their clients persons with disabilities and associated problems requiring some social work aid. Accordingly, VRA has supported the training of social workers since the inception of its training grant program in fiscal year 1955. Training grant projects in social work under VRA auspices have two main objectives:

To ensure that all social workers have knowledge of disability and its impact upon the person affected, his family, and the community; and a knowledge of the resources available to meet the problems created or aggravated by a disability.

To ensure that agencies primarily concerned with health and rehabilitation will have competent staff for services to disabled persons and for planning the comprehensive programs required for rehabilitation.

Through its short-term training program, VRA offers opportunities to social workers, as well as to members of other professions, to participate in institutes and workshops covering a wide variety of subjects related to rehabilitation. Under this program, a grant is made annually to the National Association of Social Workers for support of its Regional Institute Program. Grants have also been made to the Council on Social Work Education for curriculum study and recruitment activities, and to educational institutions and other nonprofit organizations for short-term courses to improve and strengthen the social work component in rehabilitation. Institutes for faculty members of undergraduate programs in the social services have been supported to strengthen and increase the number of such programs.

A summary of long-term support by the Vocational Rehabilitation Administration for social work training in the general field of rehabilitation and with specific reference to mental retardation in the last 3 years is given in table 16.

C. *Private Sources of Support*

Chart 14 in chapter IV shows that, although the largest amount of support of social work education comes from public sources, significant amounts are being provided throughout private sources in a steadily rising annual trend. As of November 1, 1964, 6,251 students in the master's program received a total of 6,712 grants from all sources. Of the grants, 1,090 or approximately 17 percent, were from private funds.[5]

Some of the funds come from private foundations which are concerned with specific social problems, and, as a consequence, support programs of education for personnel for the particular field. The largest amount of private support comes from the social agencies who have developed scholarships and work study programs in order to recruit

Table 16.—Support for Social Work Training by Vocational Rehabilitation Administration, 1963–66

Type of support	1963		1964		1965		1966 (estimate)	
	Number	Amount (thousands)	Number	Amount (thousands)	Number	Amount (thousands)	Number	Amount (thousands)
General Rehabilitation								
Total	294	$1,095	324	$1,482	349	$1,614	423	$1,810
Traineeships	255	495	279	750	306	846	381	1,125
Teaching grants	39	600	45	732	43	768	42	685
Mental Retardation								
Total	---------	-----------	31	165	97	452	139	654
Traineeships	---------	-----------	23	66	83	215	122	323
Teaching grants	---------	-----------	8	99	14	237	17	331

Source: U.S. Department of Health, Education, and Welfare, Vocational Rehabilitation Administration, Division of Training, and Office of the Secretary. Division of the Budget, June 1965. (Unpublished data.)

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[5] Council on Social Work Education, "Statistics on Social Work Education, November 1, 1964, and Academic Year 1963–64," p. 10.

and prepare personnel to fill vacancies in their respective agencies. Students receiving assistance from this type of scholarship are usually committed to work for 1 or more years in the agency which provides the financial support.

D. *New Federal Training Resources*[6]

The *Graduate Public Health Training Amendments of 1964* (to the Public Health Service Act) extend and expand public health training through project grant programs to schools of public health, and to other "public or nonprofit private institutions providing graduate or specialized training in public health, for the purpose of strengthening or expanding graduate or specialized public health training in such institutions."[7] Because of limited funds under current appropriation, only schools of public health, nursing, engineering, medicine, and dentistry have thus far been recipients of project grants. For schools of social work, project grants are not yet available.

Under the loan provisions of the *Health Professions Educational Assistance Act of 1963* (amended in 1964 and in 1965), medical, dental, osteopathic, nursing, optometric, podiatric, and pharmacy students are at present eligible for financial support; social workers have not yet been covered.

The *National Defense Education Act Amendments of 1964* also provide significant new training resources. Under its greatly expanded student loan provisions, many social work students preparing to teach in social work schools or departments will benefit since the loan forgiveness provisions now apply to persons preparing to teach in colleges and universities. It is hoped that more social work students may thus be encouraged to enter the teaching profession to help meet urgent needs for faculty in graduate schools of social work.

In 1965, 3,000 NDEA fellowships will be available; 6,000 in 1966; and 7,000 in 1967 and again in 1968 for individuals studying for doctoral degrees and intending to teach in institutions of higher education.

The *Higher Education Facilities Act of 1963* authorized a new program of Federal matching grants for the construction or improvement of graduate schools. Under its grants authority for the establishment of cooperative graduate centers created by two or more higher education institutions, two or more departments of one university could jointly sponsor the establishment of a new graduate center for social work education and training, with Federal support of construction costs. This law also authorized loans to higher education institutions for construction, rehabilitation, or improvement of academic facilities for which schools of social work may apply. A few have actually benefited from this program, including Yeshiva University in New York City and Washington State University.

The *Economic Opportunity Act of 1964* provides three types of training resources: (1) Help in financing the cost of part-time employment for undergraduate or graduate students from low-income families to enable them to enter or remain in school; (2) support of training for specialized personnel needed to carry out programs in the war on poverty; and (3) grants for research, training, and demonstration pertinent to the purposes of the antipoverty program. Schools of social work need to consider how these resources might be used to expand social work education.

E. *Future Possibilities*

The interdependence of various social welfare programs in health, education, and welfare for the full attainment of the objectives of each has long been recognized. Nevertheless, many of the training resources in the Department of Health, Education, and Welfare, in other Federal agencies, and in the voluntary sector, take a categorical approach to manpower problems, an approach that has developed naturally from the categorical nature of most of the programs. As recognition grows that professional social work personnel with graduate and undergraduate preparation are essential in all fields of practice, and that their work will be more effective if they are assisted by technical ancillary service personnel with other types of educational background and training, it will become possible to coordinate training resources and to broaden the base of training activities in order to take account of the interdependence of various programs and the core of knowledge and skill that is common to all social work practice in any setting. A more basic approach to the social work manpower problem can then be taken that is sufficient in amount and broadly comprehensive in purpose to meet the needs of the entire field.

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[6] A recent summary of "The Role of the Federal Government in Expanding Social Work Manpower" by Wilbur J. Cohen appears in the March 1965 issue of "HEW Indicators," pp. 8–21. Much of the material in this section is based on that article.

[7] Public Law 88–497 (78 Stat. 613), 88th Cong., 2d sess., approved Aug. 27, 1964.

CHAPTER VII. RECRUITMENT AND RETENTION OF SOCIAL WORK MANPOWER

Chapters IV, V, and VI, above, present a brief description of the educational and training resources that are producing social work personnel; a review of current studies and demonstration in more effective utilization of available social work personnel; and an evaluation of the adequacy of support of these efforts to bring supply-demand aspects of social work manpower into balance.

Other necessary areas of activity and concern in closing the manpower gap focus on problems of recruiting persons into the field and retaining them once they are in the field. Factors of importance in relation to both recruitment and retention are: social work salary scales and levels in relation to other comparable occupations; the public image of the social worker and the respect accorded him; opportunities for career advancement; and the need for personal and professional satisfactions from this career choice.

There is need of a vigorous campaign to make explicit the widening horizons of social work as new legislation sets up community programs not only for the ill and aged, for the economically and educationally deprived, for the mentally ill and mentally retarded, but for the enhancement and fulfillment of all. These are horizons that go beyond the traditional, albeit necessary and rewarding, residual functions of coping with the problems of social dysfunction.

Heretofore the general public attitude toward the social worker has been that he is a person dedicated to help his fellowmen with personal and social problems of adjustment and functioning, who should get his reward in his work, and not expect monetary return as well. That attitude is a holdover from a similar one toward teachers, clergymen, and librarians to mention a few chosen occupations. As one member of the Task Force put it so cogently at the March 2, 1965, meeting, it is a danger to attempt "to meet the manpower shortage in any profession only through support of education and research. In the field of education there was formerly concern about the lack of persons prepared to assume teaching responsibility. This is no longer the problem. There are plenty of persons with the capability and required education for teaching, and more are being trained every year. The teacher shortage is caused much more by the fact that the market price is not high enough to buy and hold teachers. Young men and women prepare for a career in education, but then go directly into other fields that offer more attractive salaries and advancement opportunities, or having entered education, leave teaching to move on to other occupations for these same reasons."

Table 17 indicates that in 1963 the elementary school teacher in New York City averaged $8,325 for a 10-month work year. The caseworker's salary ranged from $5,750 to $7,190, with the maximum annual salary for a full working year more than $1,000 less than that of the elementary school teacher.

With the recognition that education is an essential part of current life, and that teachers are therefore essential, has come a slow but steady change in the financial attitude toward and by teachers. The same change in attitude is needed toward and by social workers.

Table 17.—Salaries of Public Welfare Social Workers, Probation Officers, and Teachers in New York State, 1963

County	Caseworker		Probation officer		Elementary school teacher	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
Albany	$3,000	$3,600	$3,000	--------	$4,500	$9,400
Chemung	4,100	5,060	3,860	$5,920	4,600	8,700
Madison	4,100	4,600	4,000	6,000	4,700	8,000
Onondaga	4,975	5,575	6,025	6,625	4,700	9,720
Nassau	5,050	7,280	6,210	7,980	4,500	12,700
New York City	5,750	7,190	6,000	7,490	(Average 8,325)	

Source: New York State Citizen's Committee, "Welfare Costs," Albany New York, 1965. p. 28.

A. *Recruitment Efforts*

1. The *National Social Welfare Assembly*, established in 1945, is composed of individuals nominated by 57 affiliate national voluntary organizations, 14 Federal agencies and 4 associate groups, as well as members at large representing the public interest. It undertakes to study and define problems of broad social policy affecting the needs of people and to plan action for meeting these needs. It is the national planning body for social welfare.

Among its activities the Assembly gathers selected data periodically, and keeps social welfare agencies and the field informed on salaries and working conditions of social work personnel and on other matters affecting manpower supply and demand in this field.

The Committee on Personnel of the Assembly is composed of representatives, primarily directors of personnel, from about 60 national voluntary and Federal Government agencies. It considers and shares information on matters affecting recruitment and retention of social work manpower, and serves as coordinator of activities of its members in these areas. Since 1952 it has prepared a bibliography of national agency recruitment material which is published and distributed by the Assembly at intervals.[1]

There is need for organized recruitment activity in every State, and in every major center of population within each State, as well as research and tested demonstration in the art and technique of active recruitment. The problem in many communities is lack of financial support for such activities. Volunteers are an asset in these programs drawn both from the supporting community and the professional social work group who do this as part of their contribution to the field. But a paid full-time or regular part-time administrator is needed for the organization and direction of each local program, and there must be regular financial support for salary and administrative costs of such recruitment effort.

2. The *National Commission for Social Work Careers*, which is sponsored jointly by the Council on Social Work Education and the National Association of Social Workers, was established in 1962. The focus of its work is the recruitment of well-qualified personnel for social work and related activities. Its functions include making information available to potential recruits and to those who influence career decisions; providing recruits with career testing experiences; and facilitating entrance to the field through beginning jobs or graduate study.

In addition to the national organization and its programs, there are 11 community careers programs and three State-wide programs fostered by the National Commission, with some 12 other local programs in process of development. The aim of the National Commission for Social Work Careers is to continue expansion and development of local and State recruitment efforts in organized programs. Where they have been operating, these programs have demonstrated their effectiveness in recruitment, as well as in the identification of characteristics of social work organization and practice that discourage entry into the field or cause losses to it.

B. *Research in Careers Choices*

1. The *Council on Social Work Education* in 1963 [2] and 1964 [3] published two studies containing information on career choices. Many of the findings in these two studies—the first by Pins, and the second by Berengarten—have been incorporated in this report. Of particular importance for recruitment are the findings in both these studies and others in related areas that emphasize the need to develop a definite course of study as preparation for social work in the undergraduate curriculum, and to provide opportunity for observation and appropriate experience in social agencies in the community for undergraduate students to interest them in social work.

2. The *National Opinion Research Center of the University of Chicago* is currently conducting a study of college graduates of the class of 1961 who at some point during college years or in the 2 years following graduation selected social work as their first choice for a permanent career. Galen L. Gockel [4] reported initial findings at a meeting in Chicago in April 1965, and his findings have had a strong influence on the development of this report.

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[1] National Social Welfare Assembly, New York. Unpublished report to the Task Force, June 1965.

[2] Pins, Arnulf, "Who Chooses Social Work, When and Why," Council on Social Work Education, New York, 1963.

[3] Berengarten, Sidney, op. cit., chap. IV.

[4] Gockel, Galen L., op. cit., chap. IV.

The Gockel study correlates recruitment with several significant variables: (1) Interest in people; (2) freedom from supervision; (3) money; (4) original and creative work. The findings thus far support the need to raise the salary level of social workers, particularly the top ranges which can be reached with reasonable competence by a practitioner as well as administrator; the need to provide greater autonomy for the exercise of independent judgment and action expressed as "freedom from supervision" which is the mark of the true professional; and the related need to create greater opportunity for original and creative activities in the field of social work.

3. *Council on Social Work Education: Annual Statistical Review.*—Members of the annual graduating classes from colleges and universities, most of whom are in the age bracket 20–25 years of age, are the most fruitful source of manpower for social work, as for the other professions. Table 18 indicates that college graduates, and especially men, are not choosing graduate social work education immediately upon graduation from undergraduate schools as a preparation for their career choice. Only a small percentage of men in this age group are found in graduate schools of social work, a situation of long standing. The majority of students who do attend schools of social work immediately following graduation from an undergraduate college are women. In November 1964, of a total of 7,196 graduate students in social work, 822, or 11.4 percent were

Table 18.—Full-Time Students in the Master's Degree Program in Social Work, Nov. 1, 1964

State	Students								
	Total			Men under age 25			Women under age 25		
	Number	Under age 25		Number	Percent of students		Number	Percent of students	
		Number	Percent		Total	Under age 25		Total	Under age 25
Total	7,196	3,003	41.8	822	11.4	27.3	2,181	30.3	72.7
New York	1,285	546	42.4	120	9.3	21.9	426	33.1	78.1
Michigan	515	229	44.8	58	11.6	25.3	171	33.2	74.7
California	497	138	27.7	19	3.8	13.6	119	23.9	86.4
Illinois	490	289	58.9	78	15.9	26.8	211	43.0	73.2
Pennsylvania	477	205	43.2	57	11.9	22.8	148	31.3	77.2
Massachusetts	469	192	40.9	31	6.6	15.1	161	34.3	84.9
Missouri	378	155	40.9	60	15.8	38.7	95	25.1	61.3
Louisiana	296	138	47.5	38	13.8	27.5	100	33.7	72.5
District of Columbia	275	75	27.2	11	4.0	14.6	64	23.2	85.4
Ohio	254	111	43.6	36	14.1	32.4	75	29.5	67.6
Wisconsin	179	78	43.4	32	17.7	41.1	46	25.7	58.9
Florida	167	77	43.6	33	19.7	42.8	40	23.9	57.2
Washington	157	42	26.7	13	8.8	30.9	29	18.4	69.1
Colorado	146	54	37.6	18	13.0	33.3	36	24.6	66.7
Tennessee	135	46	33.9	14	10.3	30.4	32	23.6	69.6
Texas	132	43	32.5	9	6.8	20.9	34	25.7	79.1
Utah	122	29	23.7	14	11.4	48.2	15	12.3	51.8
Connecticut	120	44	36.6	19	15.8	43.2	25	20.8	56.8
Indiana	109	38	34.8	19	17.4	50.0	19	17.4	50.0
Minnesota	106	50	47.1	17	16.0	34.0	33	31.1	66.0
New Jersey	105	41	39.0	19	18.1	46.4	22	20.9	53.6
North Carolina	100	45	45.0	11	11.0	24.4	34	34.0	75.6
Puerto Rico	98	35	35.6	2	2.0	5.7	33	33.6	94.3
Kansas	88	28	31.8	11	12.5	39.2	17	19.3	60.8
Oklahoma	85	25	28.5	14	16.5	56.0	11	12.0	44.0
Maryland	83	17	20.4	5	6.0	29.3	12	14.4	70.7
Virginia	81	22	27.1	6	7.4	27.2	16	19.7	72.8
Kentucky	79	20	25.3	6	7.6	30.0	14	17.7	70.0
Georgia	63	34	53.9	12	19.0	35.2	22	34.9	64.8
West Virginia	61	21	32.5	16	26.3	76.2	5	8.2	23.8
Iowa	61	23	37.6	12	19.6	52.1	11	18.0	47.9
Nebraska	55	17	30.8	8	14.5	47.0	9	16.3	53.0
Hawaii	55	20	36.2	4	7.2	20.0	16	29.0	80.0
Oregon	43	4	9.3	2	4.7	50.0	2	4.7	50.0

Source: Council on Social Work Education, "Annual Statistical Review," 1964 New York, p. 14.

men under the age of 25; 2,181 or 30.3 percent were women under the age of 25. However, of the 3,003 students under 25 years of age, almost 75 percent were women.

More men are needed who will make social work a career upon their graduation from college, and they will do so if it offers personal and professional satisfaction in service to people, and if there are sufficient material rewards to make it a satisfactory means of providing a livelihood.

If the social work manpower problem is to be solved, or some progress made toward its solution, undergraduate students during their years of career choice—both men and women—must be sought and encouraged to choose social work as a career, and to enter the graduate schools of social work as their method of entrance to the profession. Only through an awareness of what a career in social work means, and through proper incentives stemming back even to high school years and continued through college, will this end be attained.

C. *Experimental Programs in Social Work Education*

Several schools have recently developed experimental programs which would increase the number of students they can prepare for social work, within existing facilities, without loss in quality of education. This has been done by reorganizing the curriculum so that the total span of time required in residence is reduced from four semesters over 2 academic years to four consecutive semesters within approximately 1 calendar year.

The University of Missouri School of Social Work has established an experimental program in Kansas City, providing four semesters of 12 weeks each within 1 year, without significant reduction in class hours or in supervised practice in the field. The curriculum remains in agreement with the recommended curriculum policy of the regular School of Social Work in Columbia, Mo. Admission is based on the same criteria as apply to the school at Columbia. The significant difference is that the students in the accelerated program have a single fieldwork placement in order to provide sufficient continuity in their experience, rather than a variety of fieldwork placements.

The hypothesis being tested is that the graduates of the 1-calendar-year program in social work will not differ significantly from graduates in the more common 2-academic-year program, in level of professional identification, in self-awareness, or in the social work skills they attain. This demonstration should be of importance in any discussion of the relative value of a continuous and concentrated, rather than traditional, program. It may serve as a model for other schools if it is successful in its demonstration, or it may reaffirm the need and validity of the more established model.

There are a few additional experimental programs along similar lines, e.g., Syracuse University has a 16-month continuous program with the student body drawn from the group of experienced practitioners; a similar program is in effect at the University of Michigan; and the University of Pittsburgh also has an accelerated experimental program.

Such innovations in curricula, length of study, field practice, etc., require additional and highly skilled faculty and research staff, and considerable funding for the development of experimental programs to meet the manpower shortage in social work. More schools might experiment and expand in this manner if faculty and financial support were available.

D. *Salaries and Working Conditions*

A New York State study by a citizen's committee on welfare costs reported to Governor Rockefeller in April 1965 that "the key to the quality of welfare service and rehabilitation is the caseworker. We reemphasize the need for more dignity and public respect to be accorded the work of the caseworker."[5] The turnover rate, the study noted of 35 percent for the State in 1964 was a major factor in high costs of welfare services and it estimated the cost of training a new worker at $5,000. It notes further that many move from social work to the field of teaching. "The low starting salary and the restricted salary range of the social welfare caseworker in New York State, compared with other positions in the public field requiring the same academic background and experience, have been a major contributing factor to the high cost of social welfare."[6]

Table 17 referred to above shows that of the comparative maximum and minimum salaries for caseworker, probation officer, and elementary school teacher in five counties in New York State and in New York City in 1963, the caseworker's was the lowest in every case but two minimum starting salaries. "The salary comparison clearly indicates that the caseworker is on the low end of the salary structure of jobs requiring the same academic qualifications." [7]

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[5] New York State Citizen's Committee, "Welfare Costs," Albany, N.Y., 1965, p. 26.

[6] Ibid., p. 28.

Another aspect of the general social caseworker manpower problem, touched on in the New York State report, refers to the heavy clerical load that all caseworkers are forced to carry. "The amount of clerical work required has long been a major complaint of public welfare caseworkers, who offer the clerical routine and detail as the reason for insufficient field service to the welfare recipient. There is some justification for this complaint, particularly when the service being rendered is under the jurisdiction and administration of three branches of government, local, State, and Federal." [8]

New York is just one of 50 States, and the caseworker salary and jobload is only one aspect of the social work manpower problem, but the same problems are found in every State, particularly in the public welfare area of social work, which is the largest consumer of social work manpower.

The trend in salaries of caseworkers is upward in the last 5 years as indicated in table 19, but it is still among the lowest of those professions and occupations that require a college degree or an advanced degree and impose heavy responsibilities on the practitioner.

A review of State salary ranges in selected classes of positions in State and local programs aided by Federal grants [9] (in Employment Security, Public Welfare, Public Health, Mental Health, Vocational Rehabilitation, Civil Defense, and Emergency Planning), indicates that the professional "public assistance caseworker" has the lowest mean minimum salary of any other professional worker studied—$4,325. It is lower than that of employment interviewer, laboratory technician, and public health nurse, all of which are at the bottom of the salary scale.

The entry requirement for such public assistance caseworkers usually is a college degree. For the employment interviewer, with only a high school degree plus experience generally required, the mean minimum entrance salary is $4,608.

Table 19.—Trends in Median Salary of Caseworkers by Size of Community Served, 1960–65 [1] [2]

Population of community served	Median salary (Jan. 1, 1965)	Percent change to Jan. 1, 1965	
		From Jan. 1, 1964	From Jan. 1, 1960
Total	$7,111	4	25
Under 100,000	7,187	11	34
100,000 to 199,999	6,741	3	28
200,000 to 499,999	6,824	3	26
500,000 and over	7,278	4	23

[1] All salary figures applicable to Jan. 1 of the year above.

[2] Personnel represented are graduates of professional social work schools.

Source: Family Service Association of America, "Family Service Statistics," Pt. I, "Summary of 1964 Yearly Report Questionnaire," March 1965.

A recent unpublished study of salary scales for the members of the National Association of Social Workers, of whom over 90 percent have at least 2 years of graduate social work study and a master's or higher degree in social work, indicates that the median average salary for its members as of November 1964, was $8,340.

The Federal and the State Government median average salary for such NASW members was the lowest in the scale—$8,220, less than the general NASW medium of $8,340. The highest salaries were the result either of private practice ($12,800 median) or employment in an international public agency ($14,000 medium). Sectarian voluntary agencies were third highest, with $9,270 as the medium salary paid to its NASW employees.

In summary, it might be noted that all across the country and in all fields of practice, research in social work problems, and experimentation and innovation in curricula, in recuitment, in salary changes, are under way. They are small beginnings, and are generally financed for a limited period within functional boundaries. However, if the social work manpower problem is to be met, there is need for more direct, sustained action particularly in achieving consensus on social work as the method of provision of social services; in arriving at clarification of classifications of practice within social work; and in securing recognition in higher salary levels and better working conditions for all social work personnel if qualified personnel are to be recruited and retained by the profession.

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[7] Ibid., p. 28.

[8] New York State Citizen's Committee, ibid., p. 33.

[9] Department of Health, Education, and Welfare, Division of State Merit Systems, "State Salary Ranges, January 1, 1965," pp. 6, 15, 29, 32.

PART THREE

Closing the Gap

CHAPTER VIII. SUMMARY AND FINDINGS

A. *The Social Work Manpower Problem*

The national social goals of American society which are emerging in this second half of the 20th century encompass an aspiration to extend the benefits of democracy, technology, and culture to every man, a hope to eliminate poverty and ignorance wherever they are found, and an effort to make available needed health services, educational opportunities, and social welfare services to all throughout the Nation.

There is need for the development and expansion of services and programs in all of these areas essential to the achievement of the national social goals. This report is particularly concerned with services which focus on social adaptation and problems of social functioning, that is, on services provided through social work, and on the manpower needed for their provision.

To assure adequate social services to people and to guarantee economy and financial accountability in administration, it is axiomatic that personnel to carry out these programs must be available in sufficient number, with proper knowledge and skill, and with commitment to both the purpose and value of the program. The cost of high quality administration and research and of programs of educational preparation in social work, basic in action to resolve the manpower crisis, must be weighed against the costs resulting from lack of personnel, use of poorly qualified personnel, or underutilization of qualified personnel in established programs of social service.

The social worker is the indispensable connecting link between the program established by law or other means for meeting problems of social welfare, and the person who is in need of help or benefits through it. Recruitment, training, and retention of competent and adequate manpower for social welfare services is a major problem in virtually every community across the country, and it is a serious concern of the Federal Government in fulfilling its responsibility for protecting the health and promoting the general welfare of the Nation.

New legislation creating or expanding programs of social services has been enacted in each session of Congress in recent years, and with it the demand for adequately trained personnel has increased. As a result, the gap between needed and available social work manpower has widened so extensively as to threaten continuation of many vital programs and to delay development of necessary services already authorized.

There were not less than 125,000 persons providing social work services in voluntary and public agency programs in 1963–64, of whom approximately 25 percent were graduates of schools of social work, and 75 percent were trained in agency inservice programs. At the same time there are more than 12,000 unfilled vacancies for qualified social workers.[1]

The problem is both quantitative and qualitative. Quantitatively, it has been caused by many factors: the rapid population increase; increased urbanization and industrialization bringing in their wake new and serious social problems; expansion of demand for, and utilization of, social services, growing out of advances in scientific knowledge on the nature and treatment of social problems; and greater expectations of the individual for personal fulfillment and of society for social fulfillment.

The rapid population growth of the 1950's is expected to continue throughout the 1960 decade and beyond. The total population will increase by almost 28 million during the 1960's and, it is estimated, by an additional 17 million in the first half of the 1970's.[2] The age distribution of the population is changing in ways that are significant with respect to need for social work manpower. There will be more people over 65, and more children under 10—both age groups which require a substantial proportion of social welfare services.

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[1] U.S. Department of Labor, "Occupational Outlook Handbook," 1963–64, reprinted in Bulletin No. 1375–43 as "Employment Outlook for Social Workers," 1964, 5 pp.

[2] U.S. Department of Commerce, Bureau of the Census, "Current Population Reports," "Population Estimates" P–25, and unpublished "Quarterly Age Distributions."

It is anticipated that the need for social workers will grow at least in proportion to the population increase, and probably at a faster rate, since the trend throughout the land is toward urbanization and industrialization. The concomitant social problems resulting from the influx of economically and educationally deprived groups of people of all ages to the cities create a need for social services and counseling as well as education. Programs of education and training developed jointly by the Department of Health, Education, and Welfare, through the Office of Education, and the Department of Labor, through the Office of Manpower, Automation, and Training, under provisions of the Manpower Development and Training Act, have demonstrated that in order to reach and provide necessary assistance to such persons the services of a social worker are essential.[3]

Qualitatively, the problem is one of definition and nomenclature. The "social worker" is a relative newcomer on the social scene and in the organization of occupations. There is developing a consensus in the community and in the field itself on who a social worker is and what is his area of responsibility; on who is to be prepared for this occupation and how it is best done. This aspect of the social work manpower problem is one to which the Task Force devoted early attention, through a survey of the literature in the field, a review of the historical development of social work—both practice and organization—and an examination of manpower research activity, personnel systems, and administrative organization.

The Task Force finding in this area is that theory, practice, and administration within the field and public sanction on the part of the community converge to identify the social worker as a person who, through the possession of particular knowledge and skill and because of commitment to professional values and ethics governing his behavior, is equipped to assist individuals and groups in the community in the enhancement of their social functioning or in coping with problems of social adaptation. Personal and social adjustment may be achieved through the social worker as an intervenor, and through the use of his professional knowledge and skill in purposeful interaction with the individuals or groups served.

There are two classifications at present within social work:

(1) The social worker who has a master's degree in social work following completion of a course of study in a graduate school of social work which includes practice in the field as a part of the curriculum to develop knowledge and competence in the practice of social work in any setting.

(2) The social worker who has a baccalaureate degree and educational preparation in the social and behavioral sciences, followed by inservice training either in the employing agencies or in educational settings, to provide the specific knowledge and develop the skill to furnish services to people within the scope of the employing agency.

The Task Force found that lines are not yet clearly drawn in the delineation of the tasks assigned to these social workers with the result that there is too great expectation and demand in some instances where the training is not sufficient to the tasks, and underutilization of advanced competence in others.

The Task Force found also a growing need to identify a variety of necessary ancillary and technical services in the field of social welfare for which personnel can be prepared at the high school and community college level. Such personnel would have not only distinct functions in their own areas of competence, but would also serve as aides and assistants to trained social workers, thereby extending the latters' effectiveness. These ancillary personnel include homemakers, day care aides, social welfare technicians, correctional aides, and community workers in the newly organized antipoverty community action programs. The situation is similar to that in many fields important to social welfare, for example, in medicine and education where aides at all levels help to make better use of the professional practitioner's education and training, and at the same time extend the amount and kinds of service available as needed.

B. *Aspects of Demand*

The extension of services in family and child welfare under the Social Security Act is a major source of expanding social work manpower need. It is estimated that to fulfill the intent of the 1962 amendments by 1970, 95,000 social workers will be required in the State and local public family welfare programs, an increase of 48,917 over the number currently available. Of these, 31,500 will need to be graduates of professional schools of social work.[4] Approximately 21,000 will be needed in public child welfare services, an increase of more than 10,000 over the present number;[5] and at least 12,000 will be required in programs concerned with treatment of juvenile delinquency, an increase of 11,500.[6] In order to provide at least one specialist in social work services to the aging in every State and county welfare department, at least 3,200 additional professionally equipped social workers will be needed.[7] These estimates do not begin to take into account the effect of the 1965 amendments with resultant manpower demand.

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[3] U.S. Department of Labor, Manpower Administration, "Casework Prevents Dropouts," Demonstration Notes No. 1, May 1964, 4 pp.

School social work, a concern of the Office of Education, is another major manpower need. In the fall of 1964 the public school population of the United States was in excess of 41 million children. Enrollment in public schools by 1970 will approach 45 million. On the basis of one school social worker to each 2,000 school population, by 1970 there will be need of more than 20,000 social workers.[8] At the present time there are less than 3,000 social workers attached to public schools, leaving a gap of at least 17,000. In addition, private schools with present enrollments of nearly 8 million students are also in need of school social work services.

It has been estimated that 18,000 social workers will be needed by 1970 in mental health and psychiatric services as compared with 7,500 available now.[9] There is need for more than double or even triple the 6,000 social workers employed in medical hospitals in 1964.[10] Currently only about 25 percent of all hospitals in the United States have social welfare services available in the hospital to patients who need them. There are only 5,675 medical social workers in 1,178 general and allied special hospitals, of whom 65 percent are graduates of accredited schools of social work.[11] Similarly, in the field of public health, a report by 131 State and local health departments in October 1961 indicated that social work vacancies were 15.8 percent in contrast with an overall vacancy average of 7.7 percent. Social work had the highest percentage of vacancies of any of the professional or technical categories in this field.[12]

To summarize, for programs in which agencies in the Department of Health, Education, and Welfare are directly concerned, the gap between the available number of social workers with graduate social work education and those estimated as needed by 1970 approaches 100,000 persons. This count does not include those social work positions in the programs which can be filled by college graduates prepared through inservice social work training. Neither does it include the several classifications of social work personnel needed in official programs of Federal, State, and local governments outside of the Department of Health, Education, and Welfare, nor the tremendous numbers of social workers needed in the voluntary social welfare field.

C. *Aspects of Supply*

It is anticipated that the country's labor force will expand at a faster rate than its population during the remainder of the 1960's. The number of young workers who will enter the labor force during the remainder of this decade will be far greater than the economy has even before been required to absorb in a similar period. Manpower research in the Department of Labor indicates a noticeable shift in employment from production to service positions. The total number of new college graduates entering professional and related work between 1960 and 1970, together with new entrants likely to be recruited from other sources, may be about equal to the aggregate demand for some 5½ million professional and related workers expected during the 1960's. If past trends continue, it is likely that the number of bachelor degrees awarded in 1970 will be about 85 percent greater than the 1960 figure.[13]

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[4] See chap. III, table 10.

[5] See chap. III, table 11.

[6] U.S. Department of Health, Education, and Welfare, Social Security Administration, "Need for Trained Social Work Staff: A Ten-Year Goal." Social Security Administration Bulletin, vol. 24, No. 8, August 1961.

[7] U.S. Department of Health, Education, and Welfare, Office of Aging, "Overview of Positions in Aging for Which Guide Specifications are Included." Aug. 1, 1964 (unpublished report).

[8] U.S. Department of Health, Education, and Welfare, Office of Education. Unpublished projections, 1964.

[9] U.S. Department of Health, Education, and Welfare, Public Health Service, National Institute of Mental Health. Unpublished projections, 1964.

[10] See chap. II, table 4.

[11] Journal of the American Hospital Association, "Hospitals," Annual Guide Issue, August 1964.

[12] Hill, Elmer L., and Kramer, Lucy M. "Training for Service and Leadership in the Health Professions," "Health, Education, and Welfare Indicators," August 1964, p. xxxix.

With the serious social work manpower gap confronting the Nation in the near future, now would appear to be an opportune time for major efforts in recruitment and education for social work personnel, and auxiliary occupations in social welfare.

The Task Force found evidence to support the need of more extensive and better organized, recruitment efforts, as well as an approach to younger groups in the high school and early college years, if it is to attract the 4 or 5 percent of these total graduates estimated as needed annually in social welfare. Social work as a career choice tends to be made late in college or even following graduation and first employment, particularly in the case of men.[14] The National Commission for Social Work Careers has found that efforts toward recruitment are effective when locally organized, sustained and continuous in operation, and when they include both interpretation of career opportunities to the high school and college population in each year and opportunities for meaningful observation and experience in a social agency.

Such activity requires at least one paid staff member to direct and organize the program in each local recruitment effort and financial support for administration and related expenses, including use of mass media, public information activities, and printed materials.

D. *Need for Expanded Educational Facilities*

Professional education can either contribute to the problems of manpower shortages or provide one means of resolution, depending upon the schools' capacity to produce the manpower needed. As of January 1965 there were 59 accredited schools of social work in the United States and 5 new school working toward accreditation. There were 7,196 full-time students at the master's level enrolled in the 59 schools, representing an annual 8 percent increase in enrollment over the last decade. The size of the student body in each of the schools varied, ranging from 50 to 410 students per school. Seventy-four percent of the schools have a student body of between 50 and 150, and there are 5 schools with a student body of 200 or more. There were 2,505 master's and 30 doctoral graduates in 1963.

If schools of social work remain at their present capacity, or expand at the same slow rate of growth, it is obvious that they cannot begin to meet the needs of the entire field, or even the needs of the programs referred to in this report. Many qualified applicants were not admitted to schools of social work in September 1964 because of lack of physical facilities, faculty, research, and clinical practice opportunities. Current reports indicate that a majority of existing schools have reached a saturation point in enrollment. Eighteen States have no graduate school of social work at all.

Support of social work education through government sources is presently based on a categorical approach, but there is no central Federal resource for developing a broad attack on the social work manpower problem. Experience indicates that Federal support of education and training for vital programs does contribute substantially to improvements in the quantity and quality of manpower available for these programs. In the field of public health, for example, in the academic year 1953–54 there were 477 full-time graduate students in schools of public health in the United States. In the academic year 1962–63 there were 795 full-time graduate students in these schools, an increase of 67 percent. The increase reflects the impetus given to public health manpower under the traineeship program authorized by the Health Amendments Act of 1956, and continued under subsequent amendments to the Public Health Service Act.[15]

There is a critical need for the advancement and expansion of undergraduate education in social welfare both for direct entry of graduates into practice and as preparation for graduate education. At the present time, staff is being recruited into social work practice from college, and 75 percent of all social welfare services to clients is their responsibility. The need is great to equip this staff more technically and professionally in order that they may be of better service to their clients, and to provide for more economic administration of programs. There is need to establish criteria for undergraduate education in social welfare. Undergraduate programs represent a wide range in quality and an equally wide range in structure and content. Support of research and demonstration in these academic institutions would facilitate the development of teaching materials and curriculum guides which would substantially improve the quality of these programs. This, in turn, would result in the recruitment of more and better qualified candidates to social work, and also prepare them more effectively for both direct entry into practice and for graduate professional education.

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[13] U.S. Department of Health, Education, and Welfare, Office of Education, "Projections of Earned Degrees by Level of Degree and Sex Through 1975–76, projections as of April 1963."

[14] Council on Social Work Education, "Annual Statistical Review 1964," New York, p. 14. See also, chap. VII, table 18.

[15] U.S. Department of Health, Education, and Welfare, Public Health Service, "Background Data, Second National Conference on Public Health Training," August 1963, p. I–34.

Substantial support from Federal sources is now available for the development of vocational education in the high schools and community colleges or in adult education programs. Use of such educational resources needs to be more extensively utilized in the preparation of social welfare technical and ancillary service personnel. Continuation and expansion of these programs is clearly indicated.

Much is being done now through Federal, State, and local voluntary and tax-supported programs to provide educational opportunities for social work personnel for particular programs and areas *of special concern such as vocational rehabilitation.* Colleges and universities make a substantial contribution to the cost of operating the professional social work schools and the undergraduate departments, and a proportion of students in these schools are able to pay for all or part of their education through personal or family resources or private loan funds. These efforts need to be continued and expanded, but they cannot alone meet the need. If funds were made available for a broad and sustained approach to the recruitment of highly qualified candidates, for the expansion of facilities, faculties, and equipment, as well as for the support of qualified students, there would be much progress toward closing the gap between necessary and available manpower, if the intent of the preamble to the Constitution on the provision for vital social welfare services to the people is to be fulfilled.

E. *Need for Research in Social Work Manpower.*

The increasing social problems in our urbanized, industrialized society have resulted in a rapid expansion of programs to cope with their treatment and prevention. There is need for development of more efficient systems of organization and administration, and more effective utilization of personnel in programs related to social adjustment and functioning. This requires research toward discovering improved methods of administration and practice within the public jurisdiction.

New approaches to meeting human needs and preventing the emergence of social problems will affect the number and kinds of personnel required for the field of social welfare.

There is need for manpower research in order to identify both the numbers and kinds of personnel needed to staff the social welfare services found necessary and to pinpoint the causes and cures of manpower shortages so that appropriate staff may be recruited and retained. Research in the Department of Health, Education, and Welfare itself, in institutions of higher education, and in well-established, responsible, nonprofit social welfare institutions and agencies, would make possible the determination of current manpower needs and the prediction of future needs with greater accuracy. First steps have been undertaken in the Welfare Administration. Much more needs to be done, and much greater support will be needed.

F. *Need for Administrative Action*

The Task Force found that inequities in salary, and unfavorable working conditions including lack of autonomy in practice for the experienced, qualified practitioner in social work, had a negative effect on recruitment and retention of personnel in social welfare.[16]

In administrative organization of agencies, limiting the tasks assigned to the social worker to those requiring a high level of competence through better task delineation and development of ancillary and technical classifications would not only lower the total number of social workers needed as discussed earlier in this summary, but would also serve to retain those social workers who are already employed.

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[16] See chapter VII, table 17.

A major finding of the Task Force is the serious deficiency of sources for valid, concise, and continuing statistical data on which to base manpower planning and development. Although many and varied references were consulted in an effort to assess the needs and avaliability of social work personnel in health, education, and welfare programs, the data, as indicated in the body of this report, are not complete. The one comprehensive source for such information on social work manpower is the already outdated Bureau of Labor Statistics study of 1960. There is no continuing resource for collection and evaluation of manpower statistics on social work and social welfare, and existing resources for such information are inadequate and incomplete.

Selected data such as that provided by the National Association of Social Workers have great merit, but they cover only a portion of social work manpower in the United States. The data available from the several agencies within the Department of Health, Education, and Welfare reflect the manpower situation in a number of Federal and federally supported programs, and the data from State and local resources and from private agencies are related to the specific needs and purposes of the given agency.

The data on mental health manpower are useful in indicating the personnel requirements for mental health establishments. Needs for social work personnel in the entire field of mental health, however, cannot be understood without additional information on those health and welfare agencies which support or serve as extensions of mental health programs. The existing data on patient admission and discharge in mental hospitals only point up the glaring lack of information on the personnel for comprehensive community services which are required to meet the total family needs in the diagnosis, treatment, and rehabilitation of mental patients prior to their admission, during their stay, or after they are discharged from mental institutions.

A central unit for continuous receipt and analysis of data relating to both supply and demand is essential to any comprehensive manpower effort.

G. *Conclusions*

The Task Force has assembled a quantity of evidence which indicates the seriousness of the social work manpower situation in health, education, and welfare programs in governmental and voluntary agencies and in private practice. It shows that current efforts to meet rapidly burgeoning demands fall far short of meeting the need. Even with substantial reorganization of social welfare services, and more effective utilization of available manpower—now underway in some sectors of field, as indicated by the findings in this report—there must still be developed a greatly increased supply of social work manpower during the latter half of the 1960's if a more serious, potentially dangerous, situation is to be avoided by 1970.

This increase in supply of social work personnel to help close the gap between available and needed manpower can be accomplished through a series of related steps.

1. Enrollment in existing schools of social work must be increased, and new schools developed in those States and large metropolitan areas which have none as yet. The annual number of graduates should be tripled as rapidly as possible, consistent with the maintenance of quality of the education offered. Such an increase will require building expansion, faculty enlargement, and substantial increase in scholarships and other types of student aid. These developments in turn, will be dependent upon bold and creative action within the field of social work education and upon new sources of financial support.

2. The Task Force finding that there are in fact, and should continue to be, two classifications of social work manpower—the first prepared through graduate education leading to the master's degree in social work, the second prepared through appropriately selected courses in liberal arts colleges leading to the baccalaureate degree, followed by inservice training—focuses attention on the need for development of specialized undergraduate curricula. Such curricula would prepare baccalaureate students for direct entry into social work practice as well as for entry into graduate social work schools.

In every liberal arts college an appropriate sequence of courses in the humanities and the sciences should be designated that would provide the substantive basic knowledge about man and society necessary for informed social work practice. Such development will require an organized and financially supported effort by the Federal Government and private sources, and by the social welfare and education fields jointly.

3. Recruitment to the field of social work initially would be facilitated if scholarship aid or the incentive of forgiveness of indebtedness for educational loans were extended to include persons entering social work upon graduation from colleges or universities.

Another effective recruitment technique would be the establishment of recruitment committees in all regions of the country, with staff employed specifically to organize dissemination of public information, summer work experience programs for undergraduates, and other devices that have been proven successful. This step also requires new and substantial support, from public and voluntary sources, and an investment of thought and positive action within professional and occupational membership organizations.

4. Retention of social work manpower would be increased if professional recognition were to include both classifications of social workers discussed under (2) above. Such recognition will require action by professional membership organizations to broaden the base of eligibility, and by State governments to establish the requirements for licensure.

One of the serious impediments to the study of social work personnel has been the problem of definition. This has continuously hampered the efforts of the Task Force during its survey of departmental social work personnel needs and resources. The question of who shall be counted a "social worker" is a persistent one, and will be resolved only when uniform criteria are established for the several levels and types of personnel within the field by a system of licensing in each State jurisdiction. This is important not only for the interest of agencies and their staffs, but also for the protection of clients and the public. The Task Force is of the opinion that a system of licensing can assure the general public that social welfare services will be provided by personnel who have the necessary knowledge and skill.

5. As a corollary to the licensure of social workers who meet specified standards of education, training, etc., there is need to define and delineate those functions of ancillary and technical personnel who are currently utilized in the field of social welfare or who may be required in the future as new programs of social welfare are established by law or as existing programs are expanded. Such programs as medical care for the aged, centers for the treatment of heart disease, cancer and stroke, community facilities for mental care and mental retardation, for juvenile crime and delinquency, all have need of a wide spectrum of health, welfare, and educational personnel including ancillary workers in social welfare.

The Department of Health, Education, and Welfare, in cooperation with other Federal agencies concerned with nomenclature and definition of occupations, such as the Department of Labor, and in cooperation with professional organizations and national voluntary associations and agencies, should seek to define and make available to interested public and private welfare [redacted] a series of occupational titles and descriptions in the field of social welfare.

6. Retention of manpower in the field of social work will also be facilitated by improvements in salaries and development of career opportunities commensurate with responsibilities assumed. Until the economic status of the social work profession is brought into balance with extensive requirements in education and heavy responsibilities in practice, there will be a continuous problem of recruitment and a steady outflow from social agency staffs to other more lucrative fields.

7. A major finding of the Task Force is the serious deficiency of sources for valid, concise, and continuing statistical data on which to base manpower planning and development. Although many and varied references were consulted in an effort to assess the needs and availability of social work personnel in health, education, and welfare programs, the data, as indicated in the body of this report, are not complete.

Planning for the development of social work manpower requires accurate, comprehensive information on current supply, distribution and utilization of personnel, and on factors—social and economic—on which projections of future supply and demand can be based. Such data need to be available on a continuing basis. The Federal Government may well be the agency to assume responsibility for this task of gathering statistics on the incidence of social problems and on social work manpower, analyzing them, and making them available to organizations in the field, inasmuch as (1) they are national in scope; (2) they are necessary for development of national policy; (3) the subject matter cuts across the activities of many fields; and (4) there is a pervasive demand for this data.

Many aspects of the social work manpower problem will remain acute even if all of the above steps are followed, and the problem of social work manpower will require the continuing study, consideration, and advice of experts in the field, and their assistance to the Department of Health, Education, and Welfare. This continuing survey and assistance could be accomplished through the establishment in the Department of Health, Education, and Welfare of a National Advisory Council on Social Work Manpower and Training to be selected from among leading authorities in the fields of social welfare and social work education, respectively, including appropriate staff from Federal departments other than the Department of Health, Education, and Welfare; State and local officials; and other persons having special knowledge, experience, or qualifications with respect to social welfare services and social work education; and including representation from the general public.

These findings call for definitive and comprehensive planning and action by the Federal, State, and local governments, by the private sector in social welfare, and by the profession of social work, to meet the growing need for social work personnel explicitly or implicitly expressed in recent legislation.

The Task Force submits them with a sense of urgency, in order that social work as a profession and social welfare as an institution in contemporary society, may realize their full potential in service to people and the community.

APPENDIX A

FEDERAL LEGISLATION AFFECTING SOCIAL WORK MANPOWER, 1956–65[1]

Public Law	*Title*	*Date*
84–830	Alaska Mental Health Enabling Act	July 28, 1956
84–880	Social Security Amendments of 1956 (Extension of Services in Public Assistance)	Aug. 1, 1956
84–911	Health Amendments Act of 1956 (Graduate Training of Professional Public Health Personnel)	Aug. 2, 1956
85–26	No authorized title. (Social Security Act, amendments. State Aid to the Blind; Extension)	April 25, 1957
85–109	No authorized title. (Social Security Act, amendments)	July 17, 1959
85–110	No authorized title. (Social Security Act, amendments. Vendor Medical Care Payments)	July 17, 1957
85–151	Indian Health Facilities Act	Aug. 16, 1957
85–226, 227 229, 238	No authorized title. (Social Security Act, amendments)	Aug. 30, 1957
85–544	Public Health Service Act Amendment (Formula Grants to Schools of Public Health)	Do.
85–785, 786 787	No authorized title. (Social Security Act, amendments)	Aug. 27, 1958
85–798	No authorized title. (Social Security Act, amendments. Mothers Insurance Benefits)	Aug. 28, 1958
85–840	Social Security Amendments of 1958	Do.
86–341	No authorized title. (Agricultural Trade Development and Assistance Act of 1954, amendments. Food Stamp System)	Sept. 21, 1959
86–571	No authorized title. (Social Security Act, amendments. U.S. Nationals Abroad. Mentally Ill Returnees; Hospitalization)	July 5, 1960
86–720	Public Health Service Act Amendment (Project Grants for Graduate Training in Public Health)	Sept. 8, 1960
86–778	Social Security Amendments of 1960	Sept. 13, 1960
87–22	Practical Nurse Training Extension Act of 1961	Apr. 24, 1961
87–27	Area Redevelopment Act	May 1, 1961
87–31	No authorized title. (Social Security Act, amendments. Aid to Dependent Children of Unemployed Parents)	May 8, 1961
87–64	Social Security Amendments of 1961	June 30, 1961
87–274	Juvenile Delinquency and Youth Offences Control Act of 1961	Sept. 22, 1961
87–276	Training of Teachers of the Deaf	Sept. 26, 1961
87–293	Peace Corps Act	Sept. 22, 1961
87–301	Alien Orphans Legislation (Amendment to Immigration and Nationality Act)	Sept. 26, 1961
87–395	Community Health Services and Facilities Act of 1961	Oct. 5, 1961
87–415	Manpower Development and Training Act of 1962	Mar. 15, 1962
87–510	Migration and Refugee Assistance Act of 1962	June 28, 1962
87–543	Public Welfare Amendments of 1962	July 25, 1962
87–692	No authorized title. (Family Health Clinics for Migratory Workers Legislation; Amendment to the Public Health Service Act)	Sept. 25, 1962
87–838	No authorized title. (Establishment of Institute of Child Health and Human Development; Amendment to the Public Health Service Act)	Oct. 17, 1962
88–48	No authorized title. (Social Security Act, amendments. Aid to Dependent Children; Extension)	June 29, 1963
88–129	Health Professions Educational Assistance Act of 1963	Sept. 24, 1963
88–156	Maternal and Child Health and Mental Retardation Planning Amendments of 1963	Do.

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[1] This is a listing of major legislation in the last 10 years implicitly or explicitly affecting the supply and demand of social work manpower in relation to programs of the Department of Health, Education, and Welfare.

Public Law	*Title*	*Date*
88–164	Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963	Oct. 31, 1963
88–204	Higher Education Facilities Act of 1963	Dec. 16, 1963
88–210	Vocational Education Act of 1963	Dec. 18, 1963
88–214	Manpower Development and Training Act of 1962, Amendment	Dec. 19, 1963
88–345	No authorized title. (Social Security Act, amendments. Aid to Dependent Children; Extension)	June 30, 1964
88–347	No authorized title. (Social Security Act, amendments. U.S. Citizens Returned from Foreign Countries; Extension)	Do.
88–352	Civil Rights Act of 1964	July 2, 1964
88–368	Juvenile Delinquency and Youth Offences Control Act Extension	July 9, 1964
88–443	Hospital and Medical Facilities Amendments of 1964	Aug. 18, 1964
88–452	Economic Opportunity Act of 1964	Aug. 20, 1964
88–497	Graduate Public Health Training Amendments of 1964	Aug. 27, 1964
88–525	The Food Stamp Act of 1964	Aug. 31, 1964
88–560	Housing Act of 1964	Sept. 2, 1964
88–581	Nurse Training Act of 1964	Sept. 4, 1964
88–597	District of Columbia Hospitalization of the Mentally Ill Act	Sept. 15, 1964
88–641	No authorized title. (Social Security Act, amendments. Aid to Dependent Children; Extension)	Oct. 13, 1964
88–650	No authorized title. (Social Security Act, amendments)	Do.
88–665	National Defense Education Act Amendments, 1964	Oct. 16, 1964
89–4	Appalachian Regional Development Act of 1965	Mar. 9, 1965
89–10	Elementary and Secondary Education Act of 1965	Apr. 11, 1965
89–15	Manpower Act of 1965	Apr. 26, 1965
89–36	National Technical Institute for the Deaf Act	June 8, 1965
89–73	Older Americans Act of 1965	July 14, 1965
89–97	Social Security Amendments of 1965 (Medicare, etc.)	July 30, 1965
89–105	Mental Retardation Facilities and Community Mental Health Centers Construction Act Amendments of 1965	Aug. 4, 1965
89–109	Community Health Services Extension Amendments of 1965	Aug. 5, 1965
89–115	Health Research Facilities Amendments of 1965	Aug. 9, 1965
89–117	Housing and Urban Development Act of 1965	Aug. 10, 1965
89–136	Public Works and Economic Development Act of 1965	Aug. 26, 1965
89–171	Foreign Assistance Act of 1965	Sept. 6, 1965
89–174	Department of Housing and Urban Development Act	Sept. 9, 1965
89–236	Immigration and Nationality Act Amendments	Oct. 3, 1965
89–239	Heart Disease, Cancer, and Stroke Amendments of 1965	Oct. 6, 1965
89–253	Economic Opportunity Amendments of 1965	Oct. 9, 1965
89–258	Educational Media for the Deaf, Loan Service Legislation Amendments	Oct. 19, 1965
89–287	National Vocational Student Loan Insurance Act of 1965	Do.
89–290	Health Professions Educational Assistance Amendments of 1965	Oct. 22, 1965
89–291	Medical Library Assistance Act of 1965	Do.
89–329	Higher Education Act of 1965	Nov. 8, 1965
89–333	Vocational and Technical Rehabilitation Act Amendments of 1965	Do.

APPENDIX B

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